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Statistics for Allocation of Funds

MARIA ELENA GONZALEZ

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The Subcommittee on Statistics for Allocation of Funds of the Federal Committee on Statistical Methodology (FCSM) prepared a *Report on Statistics for Allocation of Funds* which will be published as *Statistical Policy Working Paper 1* of the Office of Federal Statistical Policy and Standards, U.S. Department of Commerce. The task of the Subcommittee was to analyze the impact of errors in the statistics which are used as a basis for distributing Federal funds to States and local areas according to formulas specified in legislation. The Subcommittee studied in detail 5 of the 10 largest programs which use population or per-capita income data for the distribution of funds in terms of "Need," "Capability" and "Effort." These three concepts were considered a useful way of analyzing both the formula and data employed by the grant-in-aid programs.

The report covers the following major headings:

CHAPTER I.	Overview and Description of Allocation Techniques
CHAPTER II.	Why Existing Allocation Formula Techniques Do Not Fully Achieve the Stated Objective of Federal Programs
CHAPTER III.	Subcommittee Findings
CHAPTER IV.	Ways to Reduce Allocation Errors and Inequities
CHAPTER V.	Subcommittee Recommendations
APPENDIXES	Case Studies
	Technical Studies

The report provides a general discussion of the problems associated with the use of statistics for the allocation of Federal funds to States and local areas. In addition, the following five case studies are described in detail: (1) the General Revenue Sharing Program; (2) the Comprehensive Employment and Training Act; (3) Title I, Elementary and Secondary Education Act; (4) Aid to Families with Dependent Children Program; and (5) the Community Development Block Grant Program. The results of these case studies are used throughout the report to analyze the more general issues of allocation of Federal funds.

In making the analysis the assumption was ". . . that whatever Congress specifies in the authorizing legislation for a grant-in-aid program in the manner of allocation of Federal funds is in principle an equitable distribution. . . ." In other words, for the purposes of the Subcommittee, the specified legislation establishes an equitable distribution of Federal funds by definition. The major findings of the Subcommittee are the basis for nine recommendations. The following presents explanatory comments for each of the recommendations which are printed in italics.

The first recommendation of the report states *that program goals be specified as clearly and completely as possible in the statement of purpose of each grant-in-aid act and that program drafters guard against over-specification of the statistical data and procedures to be used.* The discussion of this recommendation adds that "providing flexibility to program administrators in the choice of statistics for allocation is sometimes desirable for a variety of reasons, but in the absence of reasonably clear and complete goal statements, administrative decisions which involve use of that flexibility will necessarily be arbitrary to some degree, and may run counter to the intent of Congress."

The second recommendation, is *that provision be made for an active, continuous interface between legislative program drafters and the statistical com-*

munity. The first two recommendations are closely related and support the need for a meaningful professional interchange between program and statistical staff.

In relation to formula performance testing and monitoring, recommendation 3 states *that statistical and program agencies provide to program drafters an analysis of the sensitivity over time of proposed formulas and of the statistics they incorporate so that possible effects on allocations can be anticipated. Also, that provisions be made for testing, monitoring, and assessing by program agencies of the performance of each specific formula or allocation rule prior to enactment.* In a multiplicative formula, a 10% change in any factor between two areas will mean a 10% difference in the allocation, unless a "cut-off" provision is encountered. In an additive formula weighting determines the relative sensitivity of the allocation to the different factors in the formula. Weights may be arbitrary and may lead to serious dissatisfaction with how an additive formula works. On the other hand, in a multiplicative formula a small error in one factor can throw the allocation seriously off.

The choice of formula should be carefully considered and monitored to determine if the data are affected by serious errors or if the weights chosen for an additive formula were poorly chosen. The discussion of this recommendation says that . . ." once a program is in place, a built-in monitoring mechanism is needed to provide early warning to the Executive Branch and the Congress that a particular formula or allocation rule may not be behaving as expected. . . ."

Recommendation 4 on undesirable formula practice states *that legislative drafters and program designers be advised of data problems and the existence of statistical practices, as exemplified in the five case studies, which may lead to formulas with consequences that are generally recognized as undesirable.* A number of problems are associated with the way in which data are updated. The need for more current data varies. If a program is directed toward meeting immediate human needs, such as a welfare or an unemployment insurance program, the need for updating data is quite urgent. For other programs with long-range effects, such as mass transit programs, updating at less frequent intervals such as 2, 5, or 10 years may be adequate.

An example of a problem caused by the process for updating occurs in the Comprehensive Employment and Training Act (CETA) program. CETA allows areas of substantial unemployment (ASU's) freedom in drawing their own boundaries. This makes it difficult to obtain estimates of unemployment for the ASU's which are required to distribute the funds.

Another updating problem occurs in the General Revenue Sharing program under which funds are distributed to about 39,000 jurisdictions. The majority of these areas had a population less than 2,500 in the 1970 Census of Population. It is difficult to obtain current (intercensal) estimates of population and per-capita income for these small area. Differential biases in the decennial census counts may create serious disputes for specific jurisdictions which believe that their minority population was seriously undercounted in 1970. For the country as a whole, the total estimated undercount for the 1970 Census of Population was 2.5%, but the estimated undercoverage of the Black population was 7.7%. Therefore, an area with a high Black population might claim an inadequate distribution of funds if the distribution were based directly on 1970 Census of Population data.

Recommendation 5 on needed formula research states *that a limited program of applied research and development be initiated to attack some critical problems and fill certain identifiable gaps in the present state-of-the-art of formula design.* The comments stress the need to bring together "relevant methodological tools and relevant areas of substantive theory . . . to achieve a coherent approach to allocation problems." Appendix B-5, "An Agenda for Basic and Applied Research on Allocation Formula Problems," discusses this topic.

Recommendation 6 on the designation of official statistics states *that the Office of Federal Statistical Policy and Standards, with the assistance of the statistical agencies designate a limited number of additional official statistical series for use in funds allocation. These would be kept as current and as accurate as possible for States and for local areas.* The designated official statistics now in existence include: (a) population statistics as published in the Bureau of the Census *Current Population Reports,* P–25 and P–26 series, except when the decennial census data are more current. (Directive No. 13, Standard Data Source of Total Population Used in Distributing Federal Benefits); (b)

labor force and unemployment data as published by the Bureau of Labor Statistics (Directive No. 11, Standard Data Source for Statistical Estimates of Labor Force and Unemployment); and (c) poverty statistics from the Census Series P–60 (Directive No. 14, Definition of Poverty for Statistical Purposes).[1]

Other series are only available at the time of the decennial census for fine geographic breakdowns. Prospectively, the planned mid-decade census will provide a greater variety of small area data every 5 years.

Recommendation 7 on data comparability states *that in tiered allocation programs comparable data should be used for allocation to States, but policy flexibility may be allowed for sub-State allocations. When the Federal Government allows this flexibility it should be subject to the formulation of specific Federal statistical and administrative guidelines, concerning the designation of the responsible governmental unit for choosing among statistical series from which such a choice is permitted to be made, and for establishing administrative mechanisms for consideration of appeals from area governments.*

Data comparability is discussed in the report and it is pointed out that if different areas are competing for funds from the same "pot," one needs comparable data for all competing jurisdictions. For example, for all States data from the decennial census (one source) should be used. Similarly, if all counties within one State compete for funds the data for these counties should come from one source. In tiered allocation systems, a common data source should be used at any one level, but it is not necessary that the same source also be used at other levels at which allocations are made. The use of different data series for different levels is a case where the use of non-identical data actually may help to achieve comparability among the ultimate recipient units. Some States (or counties) may have unique data series that would improve the precision for sub-State (or sub-county) allocations; in such cases, the States (or counties) should be able to use their unique data series for distribution of funds within their area, if they follow appropriate administrative guidelines.

Recommendation 8 on data accuracy goals states *that since data errors are inevitable and since statistical resources are necessarily limited, priority be given to minimizing the very large errors which may occur in data used for the allocation of funds.*

We need to learn to accept the fact that the function of the statistician is not to provide error-free data but to pick out those errors which are largest, and try to control them in order to minimize the total error. As for the small errors, we must learn to live with them. The discussion of Recommendation 8 states that "for a large area [in terms of population] a relatively small error may represent a substantial absolute error and have a large impact on the total amount of funds distributed; therefore, it is necessary to keep the absolute errors for large areas to a minimum. For small areas one should check that relative errors are no greater than a pre-specified maximum, but one should not be over-concerned with small errors since their effect on the total allocation of funds is relatively minor."

Recommendation 9 on eligibility cutoffs states *that, to minimize the effects of data errors, eligibility cutoffs be such that there is a gradual transition from receiving no allocation to receiving the full formula amount.* Eligibility cutoffs introduce discontinuities which can create serious problems. For example, if areas need to have an unemployment rate above 5% to be eligible for a given program, small errors close to 5% can produce serious problems.

An example of the use of a provision giving gradual benefits is the CETA Title VI; "part of the amounts allocated are based on the difference between the unemployment rate of the area and a lower cutoff rate of 4.5%. Areas with an unemployment rate above 4.5% would receive some funds, the amount received being proportional to the amount of unemployment in excess of 4.5%. This provision makes the errors in Title VI allocations proportional to the errors in the data." In this case problems of discontinuities in eligibility are minimized.

* * * *

The issue of the allocation of Federal funds to State and local governments based on data and formulas specified in legislation is a topical sub-

[1] These Directives will be published by the Office of Federal Statistical Policy and Standards in the *Statistical Policy Handbook*. They will incorporate OMB Circular No. A–46, Exhibits I, J, and G.

ject which induces much controversy among policymakers, administrators and leaders at all levels of government. The discussion presented in the report considers some of the important and possibly controversial topics in this subject area. The purpose of the report is to raise the awareness of all those intersted in the allocation of funds so that grant-in-aid programs may better achieve their objectives. An opportunity for a continuation of the dialogue on this topic will be provided at a session being organized for the August 1978 annual meeting of the American Statistical Association on the subject of statistics for allocation of funds.

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A Framework for Planning U.S. Federal Statistics, 1978-1989

(Draft Chapters)

INTERNATIONAL STATISTICS AND TECHNICAL ASSISTANCE

Introduction

The U.S. Government is a highly active participant in a wide range of international statistical activities and programs. Formally coordinated through the Office of Federal Statistical Policy and Standards in the Department of Commerce, these activities include official representation of the U.S. Government in various intergovernmental bodies, bilateral programs for statistical standardization or data exchange, informal interaction with colleagues and agencies of other nations, and the posting of resident American statistical experts on assignments to provide training and technical assistance to other countries. Although the international activities are greatly variegated, they can be grouped into several major categories: cooperative programs with developed countries, either on a direct bilateral basis or through multilateral agencies; training and technical assistance focused on less developed countries (LDC's); and coordination and liaison functions, both within the Federal statistical community and between that community and other countries or international agencies.

In many respects these three groupings shade into one another. The United States, for example, is a member of the United Nations Statistical Commission. The Commission treats statistical questions affecting both the developed and developing countries and is a major official forum for discussion and recommendations on global issues in statistics. The U.S. delegation must be prepared to discuss not only the major statistical questions affecting relationships between the United States and developed countries but also the statistical aspects of development assistance to nations of the Third World. Adequate representation of U.S. interests before the UN Statistical Commission requires extensive coordination and liaison among the scores of Federal agencies with international statistical interests.

Given this blurring of distinctions, the focus of this chapter is principally on one area of international statistics—technical assistance and training provided by U.S. Federal statistical agencies to and for statistical agencies of the less developed countries. Thus, the focus is on the question: What is the role, and what should be the future role, of the Federal Statistical System in the U.S. foreign assistance program? This is a narrower question than the role of statistics in foreign policy, because foreign policy, the essential province of the Department of State, encompasses the U.S. posture and relationships with all nations, both developed and developing. Rather, the focus here is on the relationships between Federal statistical agencies and the developing world as mediated through the principal agency for foreign assistance, the U.S. Agency for International Development (AID).

Historical Perspectives

For nearly 40 years, statistical agencies of the Federal Government have provided substantial assistance to governments of the less developed countries (LDC's) in upgrading their statistical operations, and at the same time have developed cooperative interchanges with statistical agencies in the developed countries. The major forms of international exchange and assistance are described below:

1. Training of LDC technicians in statistical

EDITOR'S NOTE

In previous issues of *Statistical Reporter* there have been several discussions of the planning process associated with preparing *A Framework for Planning U.S. Federal Statistics, 1978-1989*. The text of the Framework is in the process of being prepared and reviewed by the Federal statistical agencies. A revised draft has been the subject of public review and comment during 1977. Since this material is presented here in preliminary form, it should not be viewed as representing decisions concerning policy matters.

Selected drafts of various sections of the Framework have appeared in *Statistical Reporter*. While preliminary in nature, these drafts have been published in order to facilitate wide review of the materials. Published in this issue are the draft chapters on International Statistics and Technical Assistance, and User Access to Federal Data Files. The following chapters have appeared in previous issues: Minimizing the Reporting Burden of Statistical Inquiries and A Program of Standards Development (March 1978); Agricultural Statistics, National Economic Accounts, and Science and Technology Statistics (November 1977); Price Statistics (revised) and Transportation Statistics (September 1977); Income Maintenance and Welfare Statistics (August 1977); Organization and Operations of U.S. Federal Statistical Agencies, Housing and Community Development Statistics, Longitudinal Surveys, and Economic and Social Statistics in the Coming Decade (July 1977); Health Statistics, Population Statistics, and Standards for Statistical Methodology (June 1977); Energy Statistics, Education Statistics, Income, Wealth, and Consumption; and Social Indicators and Social Accounts (May 1977); Labor Statistics, Production and Distribution Statistics, Statistics on the Environment and on Occupational Health and Safety, Civil Rights Data, Professional Staffing and Professional Staff Training, and Interagency Funding (April 1977); Price Statistics (March 1977); Criminal Justice Statistics (February 1977); Confidentiality of Statistical and Research Data (January 1977); User Access—Data Banks (December 1976); Federal-State Cooperative Systems of Data Collection (November 1976); Long-Term Economic Growth Models (October 1976). For a full outline of the overall Framework, see pages 207-209 of *Statistical Reporter* for May 1976.

For background statements on the planning process, see Joseph W. Duncan, "Developing Better Long-Range Plans for Federal Statistics," *Statistical Reporter*, October 1974; Robert W. Raynsford, "The Interagency Statistical Planning Effort, 1975," *Statistical Reporter*, September, 1975; and Paul O'Neil, "OMB's Role in Planning and Coordination of Federal Statistics," *Statistical Reporter*, May 1976.

Comments on these materials should be sent to Office of Federal Statistical Policy and Standards, U.S. Department of Commerce, Washington, D.C. 20230.

techniques and operations through courses and workshops held either in the United States or overseas. In addition, what might be called executive training interchanges have enabled statistical officials of the United States and other developed countries to exchange visits, observe one another's operations and acquire direct information on how other nations cope with similar statistical problems;

2. Overseas technical assistance to LDC governments. This is carried out through bilateral or multilateral mechanisms or through long-term resident advisers or short-term assignments, and has been instrumental in the development or improvement of statistical systems and operations;

3. Development of new technologies, such as the computer software packages CENTS/COCENTS (Census Tabulation System and COBOL Census Tabulation System) and case materials such as *Atlantida, Providencia,* and *New Florencia,* which are specifically tailored to the statistical needs and conditions of LDC's. These activities are designed to enhance technology transfers from developed to developing countries;

4. Cooperative statistical programs with other developed nations, through international bodies. This includes, for example, the development of the System of Social and Demographic Statistics or reconciliation of import and export statistics on a bilateral basis between developed countries. These programs promote technology transfers among developed countries with secondary transfers to LDC's;

5. Participation of U.S. statisticians in international and regional conferences, seminars and working groups. In both formal and informal interaction, statistical officials of the United States and other governments exchange ideas and information on a wide variety of statistical problems and their solution. These activities build the network of communications which results in a loosely cohesive international statistical community.

Technical Assistance and Training to LDC's.—In the years immediately before and during World

War II, technical assistance was provided to LDC's in statistics on an ad hoc basis, although interchange among developed countries had for many years found its forum in the International Statistical Institute (ISI). In the late 1940's, training and technical assistance in statistics were focused particularly around the 1950 Census of the Americas, a major outgrowth of the formation, in the early years of the decade, of the Inter-American Statistical Institute. In the postwar years the founding of the United Nations was accompanied by the establishment of its statistical functions, to which the United States and other nations contributed highly talented personnel. Those same years were the occasion for the regeneration and reconstitution of the International Statistical Institute, whose first postwar General Conference was held in Washington, D.C. in 1947. The ISI reconstituted itself as a truly international body, extending itself to the full reaches of an altered world.[1]

In all of these developments, U.S. Federal statisticians played a major and often leading role. Economic reconstruction programs such as the Marshall Plan included extensive interchanges between U.S. statistical agencies and their European counterparts. In fact, the postwar era, with the development of the United Nations system and the increased U.S. involvement in international affairs, laid the foundations for a steady increase on the part of U.S. statistical agencies in international statistics, an increase which has generally continued to the present day.

U.S. statistical training and technical assistance, beginning in the 1950's, has been provided to LDC's in the areas of censuses and surveys, vital statistics, national income accounts, labor statistics, and agricultural statistics. The principal agencies involved have been the Bureau of the Census, the Bureau of Labor Statistics, the Statistical Reporting Service of the U.S. Department of Agriculture (USDA), and the National Center for Health Statistics. From time to time, agencies such as Social Security Administration and Internal Revenue Service have conducted technical assistance programs for LDC's. Today, every general-purpose statistical collection agency in the U.S. Government conducts international activities and programs, although there is considerable variability in the degree of orientation toward LDC's. Many of the analytic and research statistical agencies, as well as a number of the administrative and regulatory agencies, also participate in international statistical programs.

In its earliest years, U.S. statistical training and technical assistance to LDC's were provided under various special arrangements with the Department of State. As the U.S. foreign assistance program was initiated and passed through various stages of development, statistical training and technical assistance were modified accordingly. Federal statisticians worked in close cooperation with the Department of State, U.S. embassies in foreign countries, the various organizations which encompassed the foreign assistance program in the 1940's and 1950's and finally, from the early 1960's with the Agency for International Development.

From the outset, the scenario was that the Department of State or the foreign assistance program, presented with a need to deploy U.S. statistical expertise in a developing country, approached the appropriate Federal statistical agency and said, in essence: We need to place a U.S. official who is a statistician into a particular country to fulfill certain statistical functions which are important to U.S. foreign policy and/or assistance; if we provide the funds, can you provide the expertise? The Federal statistical agencies in question, willing to cooperate and determining that technical assistance to foreign nations was neither contained in their charters nor prohibited thereby, said, in essence: Yes, if you will provide the funds, we will provide the expertise.

Thus grew up an interagency symbiosis based on mutually agreed goals. From small sporadic beginnings, statistical assistance and training to LDC's grew into more or less full-fledged programs, particularly within the Bureau of Labor Statistics, the Bureau for Economic Analysis, the Statistical Reporting Service of USDA, the National Center for Health Statistics, and the Bureau of the Census.

An unnoticed continuity throughout the history of the U.S. foreign assistance program is that it has always called upon the Federal Statistical System to provide a variety of forms of assistance to LDC's in statistics. The names and

[1] Cf. J.W. Nixon, *History of the International Statistical Institute: 1885–1960*. The Hague: International Statistical Institute, 1960.

rubrics have changed—in the 1950's it was the Census of the Americas; in the 1960's it was AID's public administration program; in the 1970's it is AID's program in population, health, nutrition, and agriculture—but always there was the call upon the Federal Statistical System to provide training and technical assistance to LDC's.

There has thus existed over a long period of years a small but significant pool of talent and expertise within the Federal Statistical System which has specialized in the statistical problems of the developing world. To take only one example, the Bureau of the Census has had over the years a cadre of employees who have constituted a kind of statistical "foreign service," spending large portions of their professional careers as resident statistical advisers within LDC's under the aegis and funding of AID (or its predecessors). In isolated cases, the overseas tenure of Federal statistical employees has been so extended that they have become almost as much identified as foreign service officers as employees of essentially domestic statistical agencies.

Despite this continuity of tradition the Federal statistical agencies with singular exceptions, have had no legislative mandate to work in the area of training and technical assistance to LDC's. The statistical agencies have always derived their authority and funding from the foreign assistance program. The exceptions, which are quite recent, are the National Center for Health Statistics and the National Center for Education Statistics for the enabling legislation provides for, but does not mandate, involvement in international research, technical assistance, and training for LDC's as well as developed countries. Lacking their own legislative authorization, the statistical agencies have nontheless developed a lengthy tradition of participation and expertise in the statistical problems of LDC's.

One consequence of this historical development is the fact that Federal statistical agencies are almost wholly dependent upon the U.S. foreign assistance program for the financing of their training and technical assistance activities, for the identification of targets of opportunity, and for the setting of program priorities as to the kinds and amounts of technical assistance and training to be given. Where the technical goals of the statisticians have meshed with the foreign policy goals of the foreign assistance program, the Federal statistical agencies have been able to accomplish some truly significant work in assisting national statistical offices in developing countries to design, develop, and improve their statistical services. On the other hand, fluctuations in the policy goals of the foreign assistance program as dictated by Congress, disinterest and competing priorities on the part of some statistical agencies have, on occasion, led to the dispersal or loss of carefully nurtured services of U.S. Federal statisticians to LDC statistical agencies.

The opposite side of this coin is the fact that AID (or its predecessor agencies) has almost alone borne the financial burden of U.S. bilateral training and technical assistance in statistics to LDC's. AID has enabled the Federal Statistical System to establish flourishing institutional ties with statistical offices throughout the developing world and to gain the satisfaction and prestige which comes from sharing the technical superiority of the United States with less advantaged colleagues. The Bureau of the Census alone has trained over 4,000 statisticians from some 90 LDC's over the past 30 years and enjoys the worldwide esteem bestowed by grateful "alumni" of its training programs, many of whom have moved on to important ministerial positions in their governments. Yet it has been AID funds, not those of the Department of Commerce, which have enabled the Census Bureau to build its enviable reputation among statisticians in the developing world.

A final consequence of this largely unintentional pattern of historical development is the fact that the statistical agencies have gradually permeated the U.S. foreign assistance program to a degree and extent to which both the Federal statistical establishment and AID seem collectively unaware. There is no region of the world and hardly a developing country touched by AID foreign assistance programs where Federal statisticians have not worked hand-in-hand with their AID colleagues. There is scarcely an AID program in which some Federal statistical agency does not have an active interest. In recent years, the Congress has been looking more and more for hard statistical data with which to evaluate AID's program efforts, to assess whether or not U.S. tax dollars are being efficiently and effectively spent to accomplish their

foreign assistance purposes. Some of these data are produced by the statistical agencies with AID funds.

International Statistical Technical Assistance System

To understand the environment in which the U.S. Government conducts training and technical assistance in statistics to LDC's, it is useful to consider the major elements in the international statistical technical assistance system. The term international statistical technical assistance system is to be understood in a loose, fluidly defined manner, and consists of roughly the following:

1. The United Nations statistical system;
2. Other intergovernmental bodies with statistical programs and functions;
3. The international statistical fraternity, including international scientific associations with major statistical interests;
4. The official donor community, consisting of governmental and intergovernmental agencies which provide funds for international development assistance to LDC's in statistical fields as well as many other fields;
5. The private donor community, consisting principally of foundations in the United States and other developed countries which have an interest in international development assistance; and
6. The recipient community, consisting of ministries of finance and planning, statistical offices and sectoral ministries in LDC's who participate sometimes marginally, in the business of all of the above.

The United Nations statistical system is a complex structure in its own right. It consists of the UN Secretariat, nine UN bodies, twelve UN specialized agencies, the International Atomic Energy Agency, and the General Agreement on Tariffs and Trade. All of these bodies have statistical functions, and the UN characterizes itself in the *Directory of International Statistics* (1975) as "a statistical system with a major operating office for general statistics and a coordinating authority." The major operating office is the UN Statistical Office, a division of the UN Secretariat in New York and part of the UN Department of Economic and Social Affairs. The coordinating authority is the UN Statistical Commission. The Secretariat also includes five regional economic commissions, each of which has its own statistical office.

Through the formal coordinating function of the Office of Federal Statistical Policy and Standards, the U.S. Government officially participates in the UN Statistical Commission and its Working Group on International Statistical Programs; the Committee on Improvement of National Statistics (COINS)—what might be characterized as the conference of statisticians of the Americas; the Conference of European Statisticians, and the Committee on Statistics of the Economic and Social Commission of Asia and the Pacific (ESCAP). The United States is an official member of the foregoing bodies; however, U.S. statisticians usually participate, at least on an observer basis, in the statistical meetings of all UN regional commissions. Thus there is hardly one of the scores of annual UN conferences, working groups, and meetings dealing with statistics throughout the world at which some U.S. Federal statistician is not present, either as an official representative of the U.S. Government, an expert, or an observer.

This pervasive participation in the UN Statistical System is not without reason, for in a limited sense it can be said that the U.S. Federal Statistical System carries out a great deal of what might be properly considered United Nations work. The UN depends for much of its statistical work on the statistical offices of its member nations, especially those of developed countries which are particularly well-endowed with regard to technology and manpower. This means that the U.S. Federal Statistical System makes major contributions in the form of services to the UN statistical system, over and above the annual monetary contribution of the U.S. Government to the United Nations. It would indeed be difficult to put a dollar figure on the total amount of U.S. resources which are put into the UN system, in statistics as well as other fields, because so many Federal agencies consider as part of their own operating programs work which will benefit UN goals and interests and which, at the same time, contribute to the interests of the United States itself.

Over and above the UN itself, the U.S. Federal Statistical System contributes to other in-

tergovernmental bodies in the statistical field. To name only two major bodies, the United States is substantially involved with the Organization for Economic Cooperation and Development (OECD) and the Inter-American Statistical Institute (IASI).

Added to the long list of official international and intergovernmental statistical bodies in which the U.S. Government plays a role is a companion list of professional scientific associations of international character in which U.S. Federal statisticians participate as a routine part of their professional activity. These professional societies such as the International Statistical Institute and its affiliates abound in every statistical subject matter and methodological field. They provide a kind of cement between the public and private sectors in international statistics, bringing together the official community, the academic community, and the business and industrial community.[2] They are an important element in the international statistical community, as in any other scientific community, providing nonofficial forums in which ideas can be exchanged and the field advanced.

Still another essential ingredient of the international technical assistance system is the international donor community. These are the agencies such as the United States' own AID and the counterpart agencies in other developed countries such as: the Swedish International Development Agency (SIDA), the Canadian International Development Agency (CIDA), the British Overseas Development Ministry (ODM), the Norwegian Agency for Development (NORAD), and the foreign assistance arms of other developed nations. A number of national development assistance agencies and/or foreign ministries conduct bilateral assistance programs with LDC's and also are the financial mainstays for UN bodies such as the UN Development Programme (UNDP) and the UN Fund for Population Activities (UNFPA). These agencies form a somewhat separate community of their own, interacting regularly with one another, providing the funds for technical assistance to developing countries in a broad range of subject fields, many of which involve statistics. Just as there is fluctuation in the meshing of goals between the Federal statistical community and AID in the United States, so there is a companion interrelation between the goals of the international statistical community and the international donor community.

A particularly significant meshing of goals between the international donor community and the international statistical/demographic community occurred in the early 1970's with the establishment of the World Fertility Survey under the auspices of the International Statistical Institute. The survey is funded chiefly by AID and the UN Fund for Population Activities but it is also supported in principle by the majority of the international donor community. The World Fertility Survey is now entering its sixth year. It is the largest single social science research program ever undertaken. At its conclusion in the early 1980's, the World Fertility Survey will have achieved the goal of causing approximately 65 national fertility surveys to be carried out—40 LDC's and 25 developed countries—which are internationally coordinated and comparable in content and methodology, and concentrated around the single time period of roughly 1974 to 1979.

The history of the World Fertility Survey merits study for the lessons it can offer as to the future potential for other large-scale international statistical programs to: (1) provide major technical assistance to LDC's and (2) coordinate the efforts of developed countries. The World Fertility Survey stands as a truly historic monument and guidepost to the kinds of massive financial and intellectual resources which can be marshalled for the scientific study of a major social problem transcending national boundaries, especially when a donor community and a scientific community perceive the problem with like urgency and harmony.

In considering the international statistical technical assistance system, one must also take account of the private donor community. Just as the international statistical community has its official actors (national and international agencies) and nonofficial actors (international scientific associations), so the international donor

[2] The central importance of bringing together academic and official statisticians was underscored by the ISI which created in 1962 a Committee on the Integration of Statistics to study this problem. The Committee will develop recommendations for consideration at the 1979 biannual meeting. The American Statistical Association conducted a seminar of experts in March 1978 on the subject "Transfer of Methodology between Academic and Government Statisticians."

community's official agencies have their counterparts in the private foundations. The large number of foundations in the United States alone includes a significant number which channel funds into international development assistance activities. Two of the most notable of these are the Ford Foundation and the Rockefeller Foundation; the former, in particular, maintains regional offices and field representatives around the developing world. Again, the linkages between the private foundations and the official donor community are as close as those between the official statistical agencies and the statistical associations.

Finally, the recipient community consists of those agencies and personnel in LDC's who are the targets of assistance for all of the above. The core of this community would be the national statistical offices, but it also includes the full range of LDC governmental ministries for whom international statistical training and technical assistance is important. Officials from these agencies flow into and out of the UN statistical system as employees, advisers and experts, participate in the international scientific associations according to their governments' means, interact with the official and private donor community both as consultants and as recipients of assistance, and comprise an interestingly vocal segment of the international statistical community. An indicator of the recipient community's recent success in getting its voice heard is afforded by the fact that the strongest resolution recommended by the UN Statistical Commission at its Nineteenth Session in November 1976 dealt with building up a national household sample survey capability in developing countries.

Problems for the Coming Decade

International Technical Assistance and Foreign Policy.—When surveying international statistical training and technical assistance in the U.S. Government, several conclusions immediately arise. First, the Federal statistical community is not presently organized or unified in such a way to adequately contemplate, much less recommend, action on its international aspects. International statistics is truly a crosscutting issue which touches many offices, bureaus and agencies, each in a slightly different manner. For those agencies and programs which deal with statistical training and technical assistance of LDC's there is some degree of unification, but that unity is the by-product of the fact that the activities and programs are almost all sponsored by a single agency, AID. Because they have a common sponsor, the personnel involved in these programs come to know one another and to relate formally and informally.

Second, the foreign policy community appears neither unified nor sensitized to the role of statistics in international relations. The Department of State appears to assume that statistical matters are beyond its competence or purview. AID is presently organized in such a way that statistics tend to be considered discretely, either by subject field, geographical region, or country. It is difficult if not impossible within AID to find a single locus of administrative authority which has cognizance for the total statistical activities sponsored by the agency. In AID's defense it must be pointed out that the organizational forms of the foreign assistance program are largely the direct consequences of shifting congressional mandates and directives.

Third, it is difficult to conceive of a major social or economic foreign policy issue which does not have the most serious statistical implications. The 1976 overview of United States foreign policy[3] stresses that "for America, involvement in world affairs is no longer an act of choice but the expression of reality." It states that "food, population, energy, trade, and monetary policy—all are interrelated elements of the fundamental reality of our age, global interdependence."

Ultimately, the realization must be made to dawn that a foreign policy which stresses global interdependence entails international training and technical assistance in statistics as one facet of its implementation. For example, the above-quoted document states with respect to food reserves:

> "Nations with a history of radical fluctuations in import requirements have an obligation, to their own people and to the world community, to participate in a system which shares the responsibility more widely. And exporting countries can no longer afford to be caught by surprise. They must have advance information to plan production and exports. In short,

[3] Department of State, *United States Foreign Policy: An Overview/January 1976,* Washington, D.C.

there must be an international reserve system."

The requirement for advance information for planning purposes translates in part into a requirement for the development of statistical systems. Countries which are characterized as less developed are countries which generally have less developed statistical systems. If the developed nations such as the United States desire as a matter of policy that developing nations participate fully in globally interdependent systems, whether in food, energy, trade or whatever, the developed nations must eventually address the problem of assisting the LDC's in upgrading their statistical systems to the point of being able to undertake full participation. U.S. foreign policy in social and economic areas runs afoul of the hard facts that statistical (as well as other) resources and data are needed to implement policy and for many LDC's the statistics simply do not exist, nor has provision been made for bringing them into existence. Development and maintenance of statistical infrastructure hence must become a more specific objective as international development policy evolves.

Need for a Continuing Resource Base.—The concept of global interdependence entails the consideration that the lines between domestic and foreign policy are becoming irreversably blurred. As the Department of State puts the matter, "when our factories and farms and our financial strength are so closely linked with other countries and peoples, our prosperity is tied to world prosperity." Increasingly, our knowledge of, and ability to influence domestic social and economic problems is bound up with our knowledge of, and ability to influence, the problems of other nations.

There is therefore a considerable argument to be made for the thesis that international training and technical assistance for developing countries, in statistics as well as many other fields, is in the domestic as well as the foreign policy interests of the United States. At present, statistical training and technical assistance to LDC's is funded almost exclusively by the foreign assistance program and hardly at all by domestic programs. This is a condition which results in serious inefficiencies in the acquisition of statistical knowledge of LDC's which is important to U.S. domestic programs.

As one major example of these inefficiencies, consider the fact that AID is currently organized to provide assistance to LDC's mainly by subject fields such as population/family planning, agriculture, health, education, nutrition, rural development, and urban development. No one will dispute the importance of these subject fields for the world in general and any given country in particular. The problem lies in the fact that funds are made available principally on the basis of subject fields only. It is difficult, if not impossible, for the increasingly articulate and thoughtful spokesmen for LDC statistical offices to convince AID and the rest of the international donor community that all such subject fields or sectors would be better serviced, both from the viewpoint of the country and of the donors, if some funds were set aside for building up the basic infrastructure of the country's statistical system. As one such spokesman has recently put the matter:

> "The role of coordinated socioeconomic statistical information systems in promoting developmental efforts in developing countries has not been given the recognition it merits, a weakness which is partly attributable to the fragmented nature of the social sectors. Developmental programs and projects at the sectoral and regional levels are still not based on even moderately accurate statistical information, which could provide an adequate analysis of socioeconomic problems. . .
>
> "Basically, the need for statistical information systems has not been recognized as an objective in its own right and a pertinent input into the developmental process per se. Such assistance as has been available has been conceived essentially in piecemeal fashion as an ingredient of other development projects addressed to other objectives." [4]

To put the matter another way, LDC statistical offices can secure funds for a demographic survey, a health survey, or an agricultural cost of production survey. They cannot secure funds for building up basic cartographic capabilities or for establishing a national sample frame or for

[4] Parmeet Singh, Director of Statistics, Central Bureau of Statistics of Kenya, "Technical Assistance for the Improvement of Statistics in the Developing Countries: Basic Problems and Issues," a paper prepared for the UN Statistical Commission, Nineteenth Session, New Delhi, November 1976, UN Document No. E/CN.3/472/Add.1.

assistance in computer systems design. If they could secure funds for these latter purposes, their efforts in demography, health, and agriculture would be substantially upgraded. They cannot do so because at present the goals of the donor community do not mesh with the goals of the statistical community in the important respect of improving statistical infrastructures.

Under these circumstances, the argument here is that some limited resources should be available to the U.S. Federal Statistical System to provide the training and technical assistance for LDC statistical offices which the foreign assistance program is unwilling or unable to provide. There is need, in short, for some continuing resource base, available to the Federal Statistical System, for filling in the gaps left by the foreign assistance program and aimed at the fundamental purpose of assisting in the development of the statistical systems of LDC's. Provision of such a resource base is a long overdue acknowledgement and acceptance of the lengthy investment in LDC's on the part of the Federal Statistical System and of the fact that, over many years, the statistical system has developed an international clientele to whom they owe some obligations, independent of the shifting fortunes of the foreign assistance program.

It is evident that this proposal is in direct opposition to current efforts to consolidate all foreign assistance activities into a single independent agency whose administrator reports to the President (the recent Humphrey bill, for example). However, the fundamental character of support of statistical infrastructure argues that some level of long-term support is necessary before the short-term, program responsive statistical programs can be meaningful.

Implications for Federal Statistical Agencies.— Given the periodic fluctuations in the goals and resources of the U.S. foreign assistance program, the strategy for the coming decade with regard to statistical training and technical assistance for LDC's should be concentrated on the acquisition, by the statistical agencies themselves, of limited but continuing resources for these purposes. This strategy entails the building of a case within the various Departments which house the statistical agencies to the effect that budgetary appropriations for international training and technical assistance to LDC's are in the legitimate interests of the agencies and Departments themselves.

More specifically, international statistical training programs for LDC technicians, as currently operated by the Bureau of Labor Statistics, the Bureau for Economic Analysis, the National Center for Health Statistics,[5] the Bureau of the Census, and the Statistical Reporting Service of USDA,[6] should seek core training staff support from their own Departments and be placed on solid footing, both as regards quality and program continuity, rather than the current hand-to-mouth existence which obtains as a result of dependence on AID. Enrollment should be open to all developing countries with which the U.S. has cordial diplomatic relations, irrespective of whether tuition, travel and per diem costs for participants are borne by AID, a UN agency, or the LDC governments themselves.

A significant deficiency of current U.S. training efforts is the lack of foreign language capability, especially French and Spanish. The agencies should recruit training personnel with such capability and work with established regional centers to extend the technical assistance and training which is currently provided.

International statistical research activities in this area which are U.S.-based should receive line item appropriations from the Departments and the essential scope of these activities should be defined and justified by the statistical agencies themselves. The justification lies in following through to its logical conclusions the domestic implications of "global interdependence." That is, there is a demonstrable and growing need on the part of U.S. government agencies, business and industry, the academic community, the Congress and the public for the most up-to-date and accurate statistical information on all foreign countries. At present, the U.S. Federal Statistical System does not have organizational and staff capability of its own for acquiring, evaluating, and disseminating international statistical data on all countries of the world for

[5] Training staff in the NCHS Office of International Statistics for ad hoc, short-term, in-service training and visitor orientation are already supported by NCHS rather than through AID funds.

[6] SRS training activities are carried out by the Bureau of the Census by means of detail of USDA personnel to the Census Bureau's International Statistical Programs Center.

U.S. domestic purposes and the United States cannot look to other systems such as the United Nations for adequately fulfilling these purposes.

Finally, some limited funds should be made available to the statistical agencies themselves for providing short-term technical assistance to LDC statistical offices where the foreign assistance program cannot do so and the past activities of the statistical agencies have generated legitimate expectations for some continued assistance to the LDC's.

Implications for the Foreign Assistance Program.—Whatever resources the Departments can make available to the statistical agencies, it will remain true that the foreign assistance area is the province of the Department of State and AID. Overseas activities of the statistical agencies will necessarily continue to be conducted under the administrative authority of State and AID.

Statistical agencies currently working in LDC's under the aegis of AID do so under agreements called Participating Agency Service Agreements (PASA).[7] These Agreements establish the framework for cooperative relationships between AID and the relevant Department. In the language of the Agreements:

> "AID recognizes the unique personnel resources, capabilities and experience of the Department to this task; it seeks through this agreement, therefore, to enlist as fully and effectively as possible, on a partnership basis, the pertinent resources of the Department in planning, executing and evaluating those portions of the foreign assistance program in which it has special competence.
>
> "In furtherance of broad U.S. objectives, the Department recognizes its responsibility, within its authority, to contribute toward U.S. foreign policy by participation in foreign assistance programs." [8]

The strategy proposed here simply extends these underlying premises a step further and, recognizing the long tradition of investment of expertise by the statistical agencies in the foreign assistance program solely at AID's expense, proposes that the agencies provide some funds of their own as well as their manpower. As indicated above, the contributions of the statistical agencies would be limited to core staff and basic ongoing activities. It would still be necessary for AID to provide funding for major program undertakings such as the Census Bureau's support to the 1980 World Census of Population and Housing or NCHS' increased activities for improvement of vital registration in LDC's.

The strategy should in no way be construed as undermining the authority of AID or the Department of State, but rather as contributing additional resources in pursuit of mutual objectives. It is still assumed that the Department of State and AID would have clearance rights on overseas statistical activities which they do not finance—rights they have at present already—and that statistical personnel operating overseas still fall under the jurisdiction of the appropriate embassies and AID missions.

In order to make this strategy most effective the international assistance agencies, especially AID, should be encouraged to staff their subject area divisions with more people with a background in statistics and data analysis. Also, AID should establish a small coordinating office, staffed with people with a very broad background in statistics, including data collection and analysis. This group would coordinate AID's role in statistics and serve as consultant to the statistical agencies by providing advice on the need for infrastructure investment.

The Task of Coordination.—Nothing of this strategy can be accomplished without an intensive effort at coordination. Formal responsibility for coordination lies with the Office of Federal Statistical Policy and Standards. It works through direct contact with individual statistical agencies and through the Federal Committee on International Statistics. The actual involvement of both the Office and the Federal Committee have been very limited in recent years. Thus there is a need to develop a more effective overall approach to coordination.

Vigorous active coordination is needed first among the Federal statistical agencies engaged in training and technical assistance to LDC's.

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[7] In recent years AID has sometimes used as a new term, Resource Services Support Agreements, but the substance of RSSA remains virtually identical to that of PASA.

[8] This quotation is from Article II, Underlying Premises, in the standard pro forma or "boilerplate" entitled General Agreement between the Department of X and the Agency for International Development.

This community of statisticians at present interacts loosely and informally. What is needed is effective mechanisms for welding this community into a cohesive force which meets regularly and formally, articulates its own interests, establishes cooperative ties, and formulates priorities of its own.

Second, coordination is especially needed between this special interest statistical community and the Department of State and AID. At the level of the Department of State, regular machinery should be established for examining the statistical implications of U.S. foreign policy, preferably as that policy is being formulated. It cannot be but a source of embarrassment to the United States if the Department of State enunciates policy which implies statistics that do not exist and have little likelihood of coming into existence. This coordination should be viewed as a service which the statistical community supplies to the State Department.

Similarly, since the Office of Federal Statistical Policy and Standards formally serves as the focal point for United States participation in statistical activities of international organizations, and because of its role for insuring that statistical standards and definitions are implemented, it seems legitimate also for the Office to inquire into the quality of statistical programs sponsored by donor agencies including AID. Longstanding bureaucratic machinery exists for OMB overview of domestic statistical activities and programs; virtually none exists in the foreign assistance area. Orderly procedures should be established to insure that a productive and mutually beneficial dialogue is initiated and continued between the foreign assistance program and the Federal Statistical System.

Thus the major recommendation in the area of coordination is the creation of a working level mechanism for continuing contact and evaluation of needs for technical assistance, results of technical assistance and establishment of ongoing training activities.

USER ACCESS TO FEDERAL DATA FILES

(Revision of draft chapter as previously published in Statistical Reporter, December 1976)

Introduction

Most of the agencies in the Federal Government which engage in extensive statistical work use electronic computers for this task. The wide acceptance of electronic data processing equipment and the increasing demand for statistics for research and policy formation have resulted not only in a growing volume of statistics from these agencies, but also in a new storage medium, the machine-readable data file. Identification and easy access to computerized data files is essential for purposes of research, policy formulation, and publication. Consequently, the importance of guides to aid access to computerized data files has increased.

Any consideration of public access Federal computerized data files must be based on an assessment of user needs. Recent limited surveys of current and potential nonfederal users of Federal machine-readable data suggest some general facts and problems concerning access:

1. The number of nonfederal researchers and policymakers with ADP capabilities is steadily increasing.
2. Nonfederal data users can be divided into two broad groups. There is a definite "user elite" consisting of those with sufficient experience or other resources to acquire data, from whatever source, with relative speed and ease. The second group of general data users must struggle mightily or rely on luck to locate desired data. Even the members of the "user elite," who are served adequately, if not well, by Federal agencies perceive needs for improvement in data access. They encounter difficulties when purusing data outside their customary areas of contact and when desiring special data products.

3. A copy of a file on magnetic tape is the product most often sought by users. Special extracts and tabulations are needed as well, but there seems to be only a limited desire for on-line access to Federal data.

4. Users have developed a generally effective system of communications among themselves, both informally and through the rather recent growth of data user organizations. The information exchanged largely concerns data needs, sharing of access cost, and problems with data use.

5. Users seldom purchase data solely on the basis of published descriptions in agency directories. Although such "advertising" is an indispensable part of a system for data access, users prefer and need to contact agency personnel for detailed information on data elements, formats, etc. Such needs make it vastly preferable that agencies have a centralized "data users service" organization.

6. Technical problems with data, although decreasing, are still common among nonfederal users. The majority of these problems can be traced to inadequate technical documentation, communications, or procedures within the agency.

7. Charges for data present problems for users in two major respects. There is a great disparity in rates among Federal agencies. Also, procedures for billing and payment vary from agency to agency, causing difficulty for both data users and providers.

8. Users' unmet needs for data focus on finer geographic distinction and more detailed and frequent data on income, housing, and employment.

9. Users identify the following as major current problems regarding access to Federal data:

   a. Locating data (users overwhelmingly favor the development of centralized contact to focus data access for all Federal files);

   b. Cost of data;

   c. Currency of data;

   d. Communication with agencies;

   e. Quality of data.

A look at the ways in which several Federal agencies facilitate data access reveals a great variance in policies, procedures, and ease of data access. The following summarizes what some of the agencies have done to facilitate access to their data, whether available in published form or on computer tape. The data which are available in machine-readable form include data which are not published because the volume is too great.

Description of Agency Indexes and Guides

Bureau of Labor Statistics.—The Bureau of Labor Statistics (BLS) in the Department of Labor is the principal data gathering agency of the Federal Government in the field of labor statistics. BLS collects, organizes, and disseminates data relating to employment and unemployment, productivity, prices, family expenditures, wages, industrial relations, and occupational safety. BLS has issued several publications which are aids in accessing information available in published form. These include the following:

—*Major BLS programs* which is an annual list of BLS programs giving characteristics of the collection and presentation of data, nature of the series, references to full descriptions of the projects, uses, and publications reporting the findings;

—*Publications of the Bureau of Labor Statistics* which is a semiannual catalog having an annotated listing of bulletins, reports, releases, and *Monthly Labor Review* articles and reprints; and

—*Publications of the Bureau of Labor Statistics, 1886–1971* which contains a listing of all numbered bulletins and reports issued by BLS since 1886, containing selected annotations and a subject index.

These reference materials are excellent guides to accessing BLS data available in published form.

Some BLS data are also available in machine-readable form. BLS has established a data bank containing summary data generated from its statistical surveys. The BLS data bank is divided into a number of separate data files, each containing BLS statistics on a particular subject, for

example, the Consumer Price Index, labor force, and Wholesale Price Index. A description of data and analytical routines contained in its data bank and other machine-readable data files can be found in a 10-page publication issued in 1971 entitled, *BLS Data Bank Files and Statistical Routines.* This booklet contains data file descriptions which summarize published data stored in each file. Brief notes on the nature and scope of the statistical programs which yield these data are also provided as a guide to prospective users. BLS publications in which the data appear also are indicated. This booklet also includes documentation pertaining to BLS computer equipment and file format so as to help potential users evaluate the Bureau's data holdings in light of their research requirements and the processing capabilities available to them.

BLS is one of those agencies registered with the National Technical Information Service. BLS tapes available through NTIS are listed in the NTIS *Directory of Computerized Data Files and Related Software.* Tapes are available on such subjects as labor force, employment and earnings, area wage surveys, and Survey of Consumer Expenditures.

Bureau of the Census.—The Bureau of the Census in the Department of Commerce is the largest agency of the Federal Government involved in the collection, compilation, and publication of general-purpose statistics. In addition to its responsibility for taking all censuses authorized by law, the Census Bureau also collects and publishes statistics on construction activity and personal income. The Census Bureau also conducts sample surveys on a weekly, monthly, quarterly, and annual basis. These surveys encompass some of the same subjects as the major censuses, and provide more current information on social and economic conditions.

The Bureau of the Census publishes only the most essential and most widely useful data in its printed reports of censuses and surveys. As an aid to accessing census data, the Bureau has published a wide variety of guides, reference works, and explanatory material, some of which are described below.

—*Index to 1970 Census Summary Tapes* (March 1973) contains a cross-reference guide to all tabulations in all six counts of the 1970 census summary data, organized alphabetically by subject. This index helps identify and locate specific tables (on the tape) for specific subjects.

—*Index to Selected 1970 Census Reports* (1974) is an index to the tables found in selected series of reports: Population Volume I; Housing Volumes I, II, and III; and Census of Population and Housing I and II. It does not include subject reports and only final reports are indexed.

—*Bureau of the Census Guide to Programs and Publications: Subjects and Areas, 1973* (March 1974) provides a review of the Bureau's programs and published reports for each subject area. Reports, presented in tabular format, are listed by title, geographic areas, and principal subjects.

—*Bureau of the Census Catalog,* an annual publication with monthly supplements, contains a listing of reports on all subjects, an index to their contents, and a description of available data files, special tabulations, and other unpublished materials. An historical volume, *Bureau of the Census Catalog of Publications, 1970–1972,* presents a compilation of all material issued during that period.

—*Mini-Guide to the 1972 Economic Censuses* (November 1973) is a valuable reference to each of the nine economic census programs, to the data collected, and publications programs.

—*Guide to the 1972 Census of Governments* (February 1975) gives a summary description of each subject volume from the 1972 Census of Governments.

—*Guide to Recurrent and Special Governmental Statistics* (May 1972) summarizes the tabular and graphic presentations found in the recurrent reports and special studies series of the governmental statistics programs. It also includes a listing of all special studies since 1936, and examples of tables.

—*Census Bureau Methodological Research* is an annual annotated list of staff papers and publications on methodological research.

Further information on means of access to Census Bureau data is provided by the series entitled *Data Access Descriptions.* These are topical, user-oriented reports on accessing and using census data and products. Each issue deals with a specific topic such as census geography, 1970 census summary tapes, Spanish ancestry population, and selected racial groups. Avail-

ability of census data in published form or on computer tape is indicated for each subject.

In addition to published reports, the Census Bureau has extensive tabulations of data available on computer tape. The majority of these files are products of the Bureau's regular data processing and tabulation programs. Other files and special tabulations are prepared at users' requests. Availability of Census data on computer tape is described in detail in *Data Access Descriptions, Data Users News* (a monthly newsletter) and Part II of *Bureau of the Census Catalog.*

The Customer Services Branch of the Data User Services Division has also compiled a xeroxed listing entitled "Computer Tape/Files Available from the Bureau of the Census." This is a list of currently available tape files arranged under four categories—data files, special tabulations, geographic reference files, and computer program tapes. A short narrative highlights the content of each file.

The Census Bureau also has registered some of its public-use tapes with NTIS. A listing of these can be found in the NTIS *Directory.*

From the foregoing discussion, it can be seen that the Bureau of the Census has ample reference material to aid in accessing its data. However, to facilitate access to its computerized data files Census should investigate the possibility of compiling one guide to Census data available on tape.

National Technical Information Service.—The National Technical Information Service (NTIS) of the Department of Commerce is a central source for federally generated machine processable data files. Many Federal agencies have registered their reports with NTIS. NTIS has compiled a *Directory of Computerized Data Files, Software and Related Technical Reports* as a guide to machine-readable data files, data bases, software and reports available from these agencies. This *Directory* is a bibliographic reference which lists and describes more than 500 items.NTIS data files are available only in summary form and do not identify individuals or reporting units. A detailed description of NTIS products and services can be found in a booklet entitles *NTIS Information Services.*

Social Security Administration.—The Office of Research and Statistics (ORS), the chief research source for the Social Security Administration (SSA), collects extensive economic, demographic, and other data on the old-age, survivors, disability, and health insurance programs and the supplemental security income program. It also collects data and undertakes studies that contribute to program evaluation and policy formation. Much of the data are summarized in the monthly *Social Security Bulletin,* its *Annual Statistical Supplement, Monthly Benefit Statistics* and in special releases and reports.

ORS issues two publications as guides to the availability of its publications and data files.

Research Publications, updated regularly, identifies and briefly annotates recent *Bulletin* articles and research publications produced by the Office of Research and Statistics. Research publications appear in one of the following series: Research and Statistics Notes, Health Insurance Statistics Notes, OPRS Research Reports, ORS Staff Papers, Disability Survey Reports, Studies in Income Distribution, Studies from Interagency Data Linkages, and Annual Medicare Data Reports. These publications are cataloged under the following general headings: (1) Program data and history, (2) retirement and survivors research, (3) disability research, (4) health insurance research and medical economics, (5) supplementary security income research, (6) economic and long-range research, and (7) foreign social security studies.

Some Statistical Research Resources Available at the Social Security Administration describes the lifetime covered earnings records, how they are compiled, and how they may be obtained. SSA uses a computer-based system for storage and retrieval of these data. *Some Statistical Research Resources* describes the general-purpose research files making up the Continuous Work History Sample (CWHS). These files contain such data as estimated total wages paid to a worker by his employer; age, race, and sex of the individual receiving these wages; and characteristics of the employer (geographic location, industrial activity, and coverage group).

SSA has also made available several other nonconfidential public-use files through distributing services like the NTIS and the National Archives Record Service. These include such tapes as the March 1971 Current Population Survey (CPS) data files developed by SSA's Office of Research and Statistics, which served

as the basis for a comparative study of transfer income reporting in the CPS, and the Current Population Survey Administrative Record Exact Match Study tapes, which were produced as part of a joint interagency effort to improve available data on income distribution and redistribution. These latter files contain income information from the Census Bureau's Population Surveys matched to SSA earnings and benefit data and selected Federal income tax return items for the same individuals for calendar years 1963 and 1972.

National Center for Health Statistics.—The National Center for Health Statistics (NCHS) in the Health Resources Administration, Department of Health, Education, and Welfare, is the primary source of statistical data on vital events, health, and related matters pertaining to the American people. Data are obtained from a number of statistical data collection systems: the national vital registration system, covering the births, deaths, fetal deaths, marriages, and divorces; surveys based on samples of birth and death records; a continuing nationwide health survey of households by means of interviews; a series of national surveys based on physical examinations of samples of the population; periodic surveys of institutions and records on their patients or residents; a continuous national sampling of short-stay hospital records; and surveys of various categories of health manpower based on license renewals, reports from establishments, and other sources.

The published report is the primary method used to distribute data collected by NCHS. These reports are in several series including the annual volumes *Vital Statistics of the United States,* the *Monthly Vital Statistics Report,* and the *Vital and Health Statistics series.*

In addition to publishing reports, NCHS also makes data available on computer tapes. NCHS has recently published a new edition of *Standardized Micro-Data Tape Transcripts,* a catalog of the data tapes currently available. This catalog describes the approximately 80 data sets, lists the contents of each, and provides information on format and documentation. Data now available on tape include statistics on health manpower and facilities, health resources utilization, and vital events, and data from the National Natality and Mortality Followback Surveys, the Health Interview Survey, and the Health Examination Survey.

NCHS should investigate the possibility of putting additional health data on computer tape for release to the public. Their catalog of data tapes should be updated regularly to facilitate user-access.

National Center for Education Statistics.—The National Center for Education Statistics (NCES) in the Education Division, Department of Health, Education, and Welfare, is responsible for statistics relating to the educational system of the United States. It publishes data relating to public elementary and secondary schools and institutions of higher education covering enrollments, graduates and degrees granted, personnel, and school facilities and finances. It also collects information on adult education, including vocational education, and on public and school libraries.

Since 1962 the data obtained in NCES surveys, and much related education information, have been summarized in an annual publication entitled *Digest of Educational Statistics.* This publication provides information on a variety of subjects, including the number of schools and colleges, enrollment, teachers and other instructional staff, high school graduates and earned degrees conferred, revenues and expenditures of educational institutions, Federal funds for education, libraries, international education, and research and development. The *Digest* also serves as a guide to sources for those who want more detailed information in the field of education statistics.

Also since 1974, NCES has issued an annual *report, The Condition of Education* which provides a general overview of education. The 1977 edition provides summary statistics that document trends in participation, expenditures, and educational attainment levels. The report also contains more detailed data on the expansion of postsecondary education, the role of educational personnel, the history of elementary and secondary school finance, the relationships between education and work, and comparisons of education in the United States and other countries.

NCES has published the first edition (1976) of its *Directory of Federal Agency Education Data Tapes.* The *Directory* describes education-

relevant statistical data bases available on magnetic computer tapes from 13 agencies of the Federal Government. The tapes contain information on elementary, secondary, and post-secondary education, and libraries and media centers as well as related demographic, vital, health, and welfare data; manpower supply and demand data; and Federal outlays for education. The *Directory* provides descriptions for 78 national, nonconfidential data bases, consisting of more than 200 data files which include time-series as well as one-time data studies.

The *Directory* is an outgrowth of an interagency consortium composed of more than 40 agencies. The following Agencies list tapes in the *Directory:* Bureau of Labor Statistics, Census Bureau, Civil Service Commission, Energy Research and Development Administration, National Archives and Records Service, National Science Foundation; and from the Health Resources Administration, National Center for Education Statistics, National Center for Health Statistics, National Center for Social Statistics, National Institute of Education, Office for Civil Rights, and the Office of Education of the Department of Health, Education, and Welfare.

Bureau of Mines.—The Bureau of Mines has developed several data banks. In order to exploit fully the wealth of data collected in the many fuels surveys, and to combine data storage and retrieval capacities with flexible resource/reserve production and demand analytical capacity, the Bureau of Mines developed the Fuels Availability Ssytem (FAS). This computerized system includes information on coal, oil and gas production, oil refineries and bulk terminals, natural gas processing plants, fuel imports, well drilling, crude oil and natural gas analyses, State data, FPC data, reserve data, and other energy data groupings including a computerized Energy Balance for public access. Because of its scope and flexibility, this system is currently proving of great value to the Federal energy program.

In the hard minerals field, a computerized data bank has been designed to deliver a decision-oriented supply/demand product. The Minerals Availability System (MAS) combines qualitative and quantitative physical, economic, and geographic characteristics for individual mineral deposits. A basic data series of critical minerals is now in the process of being developed. Included in this group are copper, iron, lead, zinc, aluminum, nickel, asbestos, titanium, tungsten, manganese, fluorine, gold and silver. Potential operating grades assessed over a range of probability provide potential production ranges for each deposit. These ranges permit the construction of realistic market response supply/demand models for domestic minerals deposits. The system is capable of further analysis, employing additional data, various subsystems, analytical algorithms, production costs, capacity constraints, transportation modes and costs, manpower, environmental impacts, and demand considerations in short- and long-range context. The response time and sophistication of this system has really been improved. The coverage of foreign deposit and production data has also been extended. Data coverage and analytical systems on reserves, mining, processing, manpower, transportation, and taxes are being extended to a large number of commodities.

A subsystem of MAS is MILS (Minerals Industry Location System) which is designed to acquire and display location information for every mineral industry location in the United States, including offshore mineral deposits in the Pacific Ocean, Atlantic Ocean, and the Gulf of Mexico. Its basic data derives from a portion of the data collected for MAS. A computer file for input and retrieval yields data printout in the form of tabulations by geographic subdivision down to a section (640 acres) classified by mine name, commodity, and other parameters, or on a computer plotted mylar overlay for several standard scale topographic maps.

The Bureau of Mines' data base tapes are currently available to other agencies such as the Department of Energy, which has drawn excessively on Bureau of Mines' information.

Several data base tapes which are maintained at the Denver Office of the Bureau of Mines are available for sale. They include statistical data tapes on oil product imports, the coal reserve base in the United States, and State by State energy use. More tapes are being made available for sale.

The Bureau of Mines has a growing commitment to develop computerized data banks on fuels, metals and minerals. Considerable funds and manpower are currently being channeled into this effort.

Law Enforcement Assistance Administration.—The Law Enforcement Assistance Administration (LEAA) of the Department of Justice has awarded a grant to DUALabs to distribute and technically support new uses of the National Crime Survey victimization tape files. DUALabs is presently: (1) reformatting the Bureau of Census files for ease of access by readily available software systems; (2) checking and correcting errors on the Bureau of Census files and developing technical documentation in hardcopy and machine-readable forms; (3) preparing guides to the use of the survey data tapes; (4) providing data use training in working with the tapes; (5) consulting with users on technical problems and special data needs; and (6) assisting users in planning custom extracts and tabulations on request.

These products and services will be of special value to data users within the criminal justice system. LEAA is considering, as part of an effort toward compilation of criminal justice base line statistics, whether there are data from any other of its surveys which could be made available on tape. If so, then appropriate technical documentation and guides for using these tape files will also be developed. In addition, LEAA has work underway toward the establishment of a national criminal justice data archive to promote utilization of machine readable criminal justice data.

National Archives and Record Service.—The National Archives and Records Service (NARS) in the General Services Administration preserves Federal agency records deemed to be permanently valuable and assists as many researchers as possible in using the records. Until the early 1960's, most of the records preserved and made available for use were paper records. Computer technology introduced a new medium of recordkeeping—the magnetic tape. NARS began to make a complete survey of magnetic tape libraries in all Federal agencies and Departments, to develop an inventory of all magnetic tape record files, and to identify the files of possible archival value. By the end of 1977 NARS had acquired 1,500 inactive magnetic tapes.

The Catalog of Machine-Readable Records in the National Archives of the United States describes the magnetic tape holdings of NARS and how they may be obtained. The Executive Departments indexed in this catalog include: Treasury (IRS); Agriculture (Foreign Agricultural Service and Economic Research Service); Health, Education, and Welfare (Social Security Administration); and Labor (Manpower Administration, now renamed the Employment and Training Administration). The following independent agencies are indexed: Civil Aeronautics Board, Federal Home Loan Bank Board, National Aeronautics and Space Administration, Office of Economic Opportunity, and the Securities and Exchange Commission. The overall organization of the material in the catalog follows that of the recently published *Guide to the National Archives of the United States* (1974), in which record groups are the basic organizational unit (e.g., records of the Internal Revenue Service).

NARS is a depository for both paper and magnetic tape records. As noted earlier, most agencies engaged in statistical activities use computers for this work. Many of these tape files contain valuable information which should be archived when the files become inactive. This will assure that the tape files will be available to researchers. NRS should work with the agencies to identify currently active tape files of archival value. As their collection of inactive tapes increases, their Catalog should be updated accordingly.

NARS is also charged with responsibility for assisting agencies in complying with requirements of the CFR (FPMR) for effective management of all records including computerized data files. Since these requirements (CFR 41, Chapter 101–11.210) call for file-by-file inventories, adequate technical documentation, and appropriate deposition of ADP records, NRS can assist agencies in taking significant steps toward both improved access to data and compliance with Federal regulations. Since deposition schedules for machine-readable data on a file-by-file basis are submitted to NARS for approval and deposit, it is conceivable that NARS could serve as a focus for user inquiries regarding data access on a government-wide basis.

NARS has also recently initiated a program to accept from agencies machine-readable records of high current research interest, which may not be of long-term value. NARS stores, provides reference for, and cites such records in its *Catalog of Machine-Readable Records.* Files in this category will remain in agency legal custody, but

will be deposited with NARS when storage and reference activity through NARS is more cost-effective than when performed by the originating agency.

Summary and Recommendations

The Office of Federal Statistical Policy and Standards has responsibility for improving the dissemination of statistical information on a timely basis. Data dissemination comprises all activities concerned with promoting widespread distribution and use of the results of statistical surveys. Improving access to information in data files will facilitate its dissemination. Once the agencies have taken an inventory of their computerized data files and have indexed them, or otherwise developed guides to using them, the information will be more readily accessible and dissemination easier. It is hoped that this *Framework for Planning U.S. Federal Statistics for the 1980's* will improve the organization of Federal statistical operations, and thereby the accessibility of statistical information.

What is needed at present is an inventory of the computerized statistical data files by each agency having such files. These files should then be indexed, especially those files which are available for public use. In order for the indexing to be of maximum use, the Office of Federal Statistical Policy and Standards should develop a set of cataloging standards and procedures, and one agency should be designated the focal point for assuring that cataloging and documentation proceed on an orderly timetable. Thus agencies should provide adequate technical documentation for these files and a detailed description of the contents of the tape file. Such documentation would aid in accessing and disseminating the data, as well as agency sharing and transfer of data where permissible. Provisions that agencies perform all of these requirements, except indexing, are a part of the FPMR (CFR 41—Chapters 101–11.210).

The Office of Federal Statistical Policy and Standards should provide overall policy guidance so that data stored in computerized files can be more readily accessible and hence available for dissemination to the public. Policy guidance should cover in the following areas:

1. Developing and enforcing standards for technical documentation for ADP systems and files. This should include periodic checks and updates for documentation in terms of reasonable user needs;
2. Encouraging agencies to establish centralized data users service organizations which, in addition to processing requests for data, would maintain contact with users and users organizations and provide input to agency policy on ADP systems, plans, and products;
3. Encouraging more uniformity, government-wide, regarding both charges for data and systems to handle payments from users. Agencies, for instance, should institute cost sharing plans for multiple users desiring special data products (as Census does for special tabulations);
4. Encouraging agencies to publicize their data more effectively by:
   a. Developing file description formats keyed to user needs;
   b. Producing periodic directories of agency files and/or subject oriented directories of files from several agencies;
   c. Publishing periodic bulletins or newsletters to inform users of new data and services, other users' needs, problems with data, etc.;
   d. Compiling, maintaining and sharing mailing lists of users by which to distribute directories and bulletins; and
   e. Using the facilities of the National Technical Information Service to assure wide dissemination of basic data files where a high level of technical support or interpretation is not needed.
5. Taking measures to insure that all Federal contracts include provisions to insure that all data collected and processed pursuant to the work contracted will be treated as Federal records in terms of custody and disposition. (These standards would include (a) documenting the data, (b) placing a hard copy version of the technical documentation at a central location such as NARS and NTIS ND (c) distributing data.)
6. Taking measures to insure that records to be created by all new ADP systems and files are inventoried and scheduled for disposition

through NARS procedures, preferably no later than the final planning stage;

7. Designating an agency to serve as a depository for inventories of all Federal data systems and as an initial point of contact for inquiries about data availability. Such an organization would serve as a clearinghouse to analyze user needs and direct users to agencies which offer access to relevant data. Since NARS is charged with enforcing those Federal regulations which require inventories of machine-readable records and has begun accumulating such information that agency is a logical candidate to assume the clearinghouse function;
8. Conducting a thorough survey of current and potential users of Federal data to collect more comprehensive and detailed information on user needs.

It is obvious that the Federal Government cannot possibly meet all needs of users of Federal statistics when it comes to analyzing data. What the Federal Government can do is to make readily available to the users summary and public-use data tapes along with any necessary documentation.

The foregoing has discussed the need for improving access to data files in the context of our present statistical system. Since the U.S. statistical system is decentralized, a decentralized system of computerized data files, as now exists, is a natural outgrowth of the statistical activities of the various agencies.

There are a number of advantages that could be derived from a central computerized national data service. Such a service would include published statistics from the various Federal agencies. It would also be a central source of data dissemination.

An initial sizeable investment would be required for the original entry of the data in order to develop such a service. Having data which is free from error would be a major problem. All data to be entered should be subject to certain edits during the storage operation. Resolution of any inconsistancies in the data might also involve additional research and cost. Safeguards with respect to confidentiality of data would have to be observed.

A national data service, despite its high initial investment and ongoing operational costs offers the potential to increase productivity of all statisticians and economists. A reduction in research costs might also result since one of the largest expenses in research is the preparation of data for further analysis. Further, through more efficient management of data files, there should be improved timeliness, efficiency and lower cost in the disseminating of information.

To work out the specific details of a computerized national data service, it is recommended that an interagency committee be created and chaired by the Office of Federal Statistical Policy and Standards. At a minimum the data service would be a central place for answering inquiries about the existance of specific kinds of statistical data. The Federal statistical agencies represented on this Committee would explore the potential advantages and disadvantages of such a service and how it could be related to their ongoing activities. It should conceive of the task as a long-range effort to coordinate the various agency dissemination activities. For example, the Committee should investigate the feasibility of establishing standard formats to help access files with the service agency providing a common initiating network to provide access. In this way the collecting agency would retain control over the validity and integrity of their data. The user would have the simplicity of a single access procedure. This and other approaches will require considerable investigation and analysis. Members of the public who are users of Federal statistics would also have to be contacted so that their demands for machine-readable information could be taken into account properly.

CURRENT DEVELOPMENTS

PRESIDENT'S REPORTING BURDEN REDUCTION PROGRAM, FISCAL YEAR 1978

This article is a reprint of the Office of Management and Budget (OMB) transmittal letter and guidelines for reducing reporting burden associated with reports filed with agencies of the Executive Branch which are subject to OMB clearance under the Federal Reports Act. The relevant portion of the guidelines for the Office of Federal Statistical Policy and Standards is contained in Section III. F which states:

> OMB will assign all requests for clearance for statistical surveys to the Office of Federal Statistical Policy and Standards, Department of Commerce for substantive review.

Progress on the President's reporting reduction program has been reported on previously in the following *Statistical Reporter* articles: "President's Reporting Reduction Program" (April 1976); "President Ford Opens Second Phase of Reporting Reduction Program" (August 1976); and "Documents Relating to President Carter's Reporting Burden Reduction Program," (April 1977). The reprint of the latest guidelines follows.

February 17, 1978

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: President's Reporting Burden Reduction Program, Fiscal Year 1978

The attached guidelines are for your use in implementing the President's Reporting Burden Reduction Program in 1978.

The President appreciates your fine efforts during Fiscal Year 1977. Your initiatives reduced the reporting burden on the public by 9.6 percent. Changes in reporting burden resulting from the lower use of some Federal forms produced additional savings of 2.2 percent for an overall saving of almost 12 percent.

This is a significant achievement. It is, however, only a beginning. Your goals for 1978 should contemplate further substantial reductions.

Reporting associated with grant-in-aid programs should receive your particular attention. We intend to place a "sunset" provision on all existing grant-in-aid reporting to assure that the goals of the President's directive of September 9, 1977, and the objectives of OMB Circulars A-102 and A-110 are achieved.

The recommendations of the Commission on Federal Paperwork should also receive special attention this year.

In addition, I will be proposing targets of opportunity for your consideration and will forward them to you as they are developed.

The President continues to have a personal interest in reducing the paperwork burden on the American people and will be reviewing closely your progress in reaching your 1978 goals.

The salient features of Phase II of the President's Reporting Burden Reduction Program consist of:

1. Goals for reporting burden reduction established by department and agency heads and transmitted to OMB by March 10, 1978.
2. Recommendations for changes in legislation to reduce public reporting burden. Recommendations stemming from the 1977 program are to be forwarded to OMB by March 10, 1978. Recommendations arising out of the 1978 program are to be reported to OMB by December 31, 1978.
3. The establishment of ceilings on the number of repetitive and single-time reports and on the reporting burden associated with repetitive reports.
4. A revision of the clearance process under the Federal Reports Act which will give departments and agencies both new responsibilities and new opportunities for more effective management of their public reporting requirements.
5. An emphasis on reducing the public reporting burden associated with Federal grant-in-aid programs.
6. An emphasis on the practical utility of reports which are about to expire but which the department or agency believes necessary to continue in use. Each report has an automatic "sunset" provision—an expiration date. The practical utility of a report as a whole and of all its parts should be examined carefully before a request to clearance for its continued use is submitted.
7. A procedure for prompt and effective consideration and implementation of the recommendations of the

Commission on Federal Paperwork to the fullest extent possible.

8. A regular quarterly reporting system to monitor the effectiveness with which departments and agencies are progressing toward the goals they have established. This will be the basis of OMB reporting to the President and Congress on the status of the Administration's paperwork reduction program.

Questions relating to this memorandum and the guidelines should be addressed to Stanley E. Morris, Deputy Associate Director for Regulatory Policy and Reports Management (telephone 395–6176) or Roye L. Lowry, Clearance Officer, Reports Management Branch, Regulatory Policy and Reports Management Division (telephone 395–3772).

JAMES T. McINTYRE
Acting Director

GUIDELINES FOR REDUCING THE BURDEN OF PUBLIC REPORTING TO FEDERAL AGENCIES

I. *Guidelines for Controlling the Number of Reports*

Objective: To control the number of reports used by executive agencies while permitting a degree of flexibility.

A. A ceiling of 4,350 repetitive reports and 470 single-time reports is established for departments and agencies subject to the provisions of the Federal Reports Act (44 U.S.C. 3501–3511).

B. Each department and independent agency has a ceiling on the number of repetitive reports and a ceiling on the number of single-time reports. The ceilings for each department and agency are set forth in Attachment A.

C. The following guidelines come into effect for any department or agency which reaches its ceiling. They will remain in effect until the number of repetitive reports and single-time reports used by the department or agency is reduced to the number in use on September 30, 1977.

(1) No request for clearance of a new report or for the continued use of an existing report is to be made unless:

(a) the report is *specifically* required by law, or

(b) the report is required to obtain information *specifically* requested by Congress, or

(c) the request for clearance is accompanied by a request for the elimination of an existing report. The elimination of an existing single-time report is not acceptable as an offset to the introduction or continued use of a repetitive report.

(2) If the head of a department or agency determines that there is *no* approved report which can be eliminated in order to meet the requirements of C(1)(c) above, he/she may request an exemption from these guidelines from the Director of the Office of Management and Budget. It is intended that this determination and request for exemption be made by the head of the department or agency and not by any person to whom the clearance authority has been delegated.

(3) If an exemption is granted by the Director, it will apply only to a specific request for clearance. A separate determination, certification, and request for clearance must be made for each case for which an exemption is sought.

D. In some cases one agency collects information on behalf of another. In such a case, if the data collection involves a separate survey, the agency which sponsors the collection of information from the public shall have the data collection included in its inventory of reports and estimated reporting burden.

II. *Guidelines for Reducing Reporting Burden*

Objective: To reduce the burden of public reporting below that prevailing on September 30, 1977. The reduction is to be achieved in the burden associated with repetitive reports. The burden of reporting associated with single-time reports is to be no higher on September 30, 1978, than it was on September 30, 1977.

A. A ceiling of 125 million hours of public reporting burden associated with repetitive reports is established for departments and agencies subject to the provi-

sions of the Federal Reports Act (44 U.S.C. 3501–3511).

B. Each department and independent agency has a ceiling on reporting burden which is set forth in Attachment B.

C. OMB will not approve of any new or revised reporting requirement which would, if approved cause the department or agency reporting burden to exceed the ceiling unless:

(1) the additional information is *specifically* required by law, or

(2) the additional information has been *specifically* requested by Congress, or

(3) the Secretary or agency head personally determines that the information requested is essential to carry out the agency's responsibilities *and* that it is not possible for him to reduce any other information requirement in order to keep within his department or agency ceiling.

D. The Director of OMB will entertain a request to increase the reporting burden ceiling of a department or agency upon the personal request of the head of the department or agency when the department or agency head finds that:

(1) changes in use of an existing report have lead to increases in reporting burden which are due to factors beyond his control *and* that it is not possible to reduce any other information requirement to the degree necessary to stay within the existing ceiling *or* that

(2) legislative actions require the collection of information not otherwise available *and* that it is not possible to reduce any other information requirement to the degree necessary to stay within the existing ceiling.

E. *Applications and Other Grant Reporting.* No request for clearance of a new application form or for the continued use of an existing application form will be granted for forms which contain anything other than the information necessary to determine (1) whether the applicant is eligible to receive the benefit applied for or (2) the amount of benefit to which an eligible applicant is entitled.

When narrative statements are required as part of an application, reporting instructions are to be explicit as to what is needed.

An agency which requires the name or names of project directors/principal investigators (and information on their staffs) as part of an application is required to present a specific justification for such information in its request for clearance and to describe the consequences of not receiving it.

No request for clearance of a grant application used by State or local governments will be approved unless it conforms to the provisions of OMB Circular No. A-102 (FMC 74-7) *except that* additional information specifically required by law or specifically requested by the Congress may be requested.

No request for clearance of a financial report from a grantee will be approved unless it conforms to the provisions of Circular No. A-102 or Circular No. A-110 *except that* additional information specifically required by law or specifically requested by Congress may be requested.

Grant-in-aid reporting shall be required only of the grant recipient. Reports from subgrantees, projects or ultimate beneficiaries are not to be required unless specifically required by law or specifically requested by Congress.

No department or agency should require an applicant to submit information which is available to the department or agency from other sources or which has already been submitted to the department or agency in support of another application.

F. *Program Evaluation (as defined in Standard Form 83A).* Reporting and data collection required for program evaluation must directly contribute to the assessment of the degree to which program goals have been achieved or to the assessment of

the effects of programs or their processes or management. Acquisition of large amounts of descriptive data not directly relevant to these purposes is to be avoided.

G. *Other Management Reports (as defined in Standard Form 83A).* No report is to be required of an employer of fewer than 100 employees unless the report is specifically required by law or unless the report is consequent to a benefit received.

Each request for clearance of a management report must be accompanied by a statement indicating whether any respondent organization has fewer than 100 employees and, if so, the condition requiring the report from such respondents.

H. *Statistical Surveys or Reports (as defined in Standard Form 83A).* No statistics program which collects information annually or more frequently shall be designed to produce geographic detail below national totals for the United States unless:

(1) the information is required by law more frequently than would be provided by a census *and*

(2) cannot be obtained from existing administrative records *or*

(3) the data collection is an integral part of a specific Federal-State cooperative program or of a specific Federal-local government cooperative program *or*

(4) the survey is designed to produce statistical information for only a defined portion of the United States and not for the nation as a whole.

Federal agencies are not to engage in any data collection activities which are not financed wholly by Federal funds, *except* a data collection which is undertaken as a consequence of cooperative efforts with State and/or local governments or which the department or agency head personally determines is in the public interest. (Such surveys will count against the department or agency ceiling on numbers of reports and reporting burden.)

It is expected that data collections for statistical purposes will have a response rate of at least 75 percent. Proposed data collections having an expected response rate of less than 75 percent require a special justification. Statistical data collection activities having a response rate of under 50 percent should be terminated. Proposed statistical data collection activities having an expected response rate of less than 50 percent will be disapproved. As a general rule, no request for clearance of a statistical survey or report having an anticipated response rate of less than 75 percent will be approved unless the Office of Federal Statistical Policy and Standards of the Department of Commerce concurs in the request.

An agency will make every reasonable effort to assure that no individual and no employer of fewer than 100 is included in more than one of its statistical samples at the same time. Each department and agency is expected to describe the steps it has taken to assure that individuals and small organizations are not included in more than one of its samples.

I. *Data Collection for Research Purposes.* A proposed data collection for research purposes will be approved only if (1) it tests a stated hypothesis or (2) it is part of an investigation designed to discover new facts or principles in a specified area of knowledge. The anticipated benefits expected from the data collection and the consequences of not engaging in the proposed data collection are to be specified.

J. *Data Collections from Individuals.* A request for data collection from individuals which requires more than one hour of a respondent's time will be disapproved.

K. *Exemptions from these Guidelines.* The head of a department or independent agency may request an exemption from any of these guidelines for a particular case. A

request for such an exemption may be made only by the head of the department or agency and may not be made by anyone to whom clearance responsibilities may be delegated. A request for exemption must describe why the particular exemption sought is necessary to the proper performance of the department's or agency's functions and the consequence of not receiving the exemption.

III. *Guidelines for Operation of Clearance Process*

Objective: To give departments and agencies increased responsibility and administrative flexibility to reduce the reporting burden on the public.

A. Departments and agencies will assume primary responsibility for substantive review of all requests for clearance of repetitive public use reports which:

(1) have a total annual reporting burden of 20,000 hours or less *and*

(2) impose an average burden of no more than one-half hour per response *and*

(3) meet all the requirements of the Guidelines for Controlling the Number of Reports and the Guidelines for Reducing Reporting Burden (Parts I and II above).

B. In exercising this responsibility, each department and agency shall have a clearance process which is operated outside the area of any program responsibility. The designated clearance officer must be responsible to the department or agency head, either directly, or in a designated line of delegation.

C. Each department and agency is responsible for developing and implementing a clearance process which will, for each request for clearance:

(1) Review the need for the report. Request clearance only for those reports which are essential to Federal Government policy decisions, program planning, management or evaluation.

(2) Review the practical utility to the Federal Government of the information collected. If the information is not used, do not collect it even though it may be "needed." (This should be an important part of any review for continued use of an existing report.)

(3) Reexamine use of samples, cutoffs, and other statistical methods which can reduce reporting burden. If these techniques are not being used, why can't they be used? If they are being used, can the samples be reduced or cutoff levels raised?

(4) Reexamine the need for frequency of data collection. Would less frequent data collection adequately serve minimum department or agency needs?

(5) Consider the possible use of "short" forms for use by individuals or by small organizations when an inquiry is addressed to a universe or sample containing large organizations, small organizations, and/or individuals.

(6) Reasonably assure that each question asked is germane to the purpose for which the inquiry is being conducted.

(7) Address special efforts to a reexamination of the use of information collected by "large burden" programs such as medicare and medicaid, the food stamp program of the Department of Agriculture, and the like. Such special efforts should concentrate on an evaluation of the practical utility of the information collected.

(8) Review and document estimates of total burden and of average respondent burden to make sure that the estimates are reasonable.

(9) Provide for consultation with other interested agencies, with prospective respondents, and with the public as may be appropriate. Consultation with the Office of Federal Statistical

Policy and Standards is desirable for any statistical survey.

Consultation may include a public hearing if deemed appropriate. Consultation shall include a public hearing on each new proposed data collection which is mandatory and is estimated to impose a burden of 20,000 reporting hours or more unless the department or agency head finds that it is in the public interest to limit consultation to written comments.

Consultation may include public notice in the Federal Register inviting comment on the proposed data collection. Consultation shall always include such public notice in those cases in which the proposed data collection is mandatory *except* when the proposed data collection is to continue to collect data in the same form and manner in which it is already being collected or when the head of the department or agency finds that the exigencies of the situation do not permit such consultation.

Each department and agency must be prepared to document for any request for clearance, that its clearance process has specifically taken into account each of the foregoing.

The department or agency clearance officer who signs the certification on the Standard Form 83, "Clearance Request" must be prepared to document the steps taken to make sure that the certification is accurate.

D. Each request for clearance reviewed by a department or agency under these procedures will be forwarded to the Office of Management and Budget in the normal way specified by the instructions to the completion of Standard Form 83.

E. The Office of Management and Budget will enter the request into its Clearance Office Information System and give notice of its receipt in the *Federal Register*. Ten (10) working days after the appearance of the *Federal Register* notice the Office of Management and Budget will clear the request *unless:*

(1) there has been substantial public complaint about the proposed data collection *or*

(2) the Office of Federal Statistical Policy and Standards of the Department of Commerce notifies OMB of a significant statistical deficiency in the proposal *or*

(3) unforseen circumstances have intervened.

F. OMB will assign all requests for clearance for statistical surveys to the Office of Federal Statistical Policy and Standards, Department of Commerce for substantive review.

G. OMB will continue to make a substantive review of:

(1) all proposed single-time reports (except statistical),

(2) all proposed recordkeeping requirements, and

(3) all other reports which do not meet the specifications of this Guideline.

IV. *Guidelines for Developing Responses to Recommendations of the Commission on Federal Paperwork*

Objective: To secure careful consideration of and expeditious response to the recommendations of the Commission on Federal Paperwork.

A. OMB will forward printed copies of Commission reports to those departments and agencies called upon to respond to Commission recommendations as the reports became available.

Other recommendations adopted by the Commission but not embodied in Commission reports will also be forwarded to the departments and agencies to which they are directed.

B. Each department or agency will furnish to OMB a detailed schedule, showing by months, dates by which agency responses to Commission recommendations will be completed and forwarded

to OMB. The schedule should contemplate the completion and forwarding of all responses not later than December 31, 1978. (Attachment C.)

C. Departments and agencies will make every effort to respond affirmatively to each recommendation. An affirmative response includes the implementation of the recommendation. Where implementation requires a period of time, an affirmative response includes a specific plan of implementation including dates by which specific steps in the implementation will be accomplished.

D. If a department or agency finds that it is not possible to accept a recommendation from the Commission as presented, it must consider possible alternative means of securing the objective of the recommendation.

E. If a department or agency finds it necessary to respond negatively to a Commission recommendation, it must include documentation of the efforts it has made to secure the objectives of the recommendations in its response to OMB.

F. Each response to a Commission recommendation shall include an estimate of the reduction in reporting burden resulting from the implementation of the proposal.

V. *Reports*

Objective: To insure timely reporting to the President and to Congress of government-wide and individual department and agency progress in achieving the goals of the President's reporting burden reduction program, responses to the recommendations of the Commission on Federal Paperwork and reductions in unnecessary reporting to Congress.

A. *Establishment of Goals.* Each department and agency is requested to report its Fiscal Year 1978 public reporting burden reduction goal by March 10, 1978.

B. *Recommendations for Changes in Legislation.* Each department and agency is requested to make recommendations for changes in legislation to reduce public reporting burden if such changes appear to be desirable. Each recommended change should be accompanied by an estimate of the savings in reporting burden it would achieve. The report is due on March, 10, 1978 in order that department and agency recommendations might be considered for inclusion in the President's legislative program.

A further report is due on December 31, 1978.

C. *President's Reporting Burden Reduction Program.* A report of progress in achieving reporting burden reduction goals will be submitted on April 10, 1978, covering the period October 1, 1977 thru March 31, 1978.

The report for April 1 thru June 30, 1978, is due on July 10, 1978.

The report for July 1 thru September 30, 1978, is due on October 10, 1978.

The format for this report is set forth in Attachment D.

D. *Responses to Recommendations of the Commission on Federal Paperwork.* Reports will be submitted in accordance with the schedule developed by the department or agency (see Guideline IV, paragraph B). In addition, a status report will be submitted to OMB as part of the quarterly progress reports on reporting burden reduction (see Guideline IV, paragraph B). In addition, a status report will be submitted to OMB as part of the quarterly progress reports on reporting burden reduction (see paragraph C above). (Attachment E.)

E. *Reducing Federal Reports to Congress.* Instructions will be forthcoming separately.

ATTACHMENT A
CEILINGS FOR REPETITIVE AND SINGLE-TIME REPORTS

Agency	Repetitive	Single-Time
Department of Agriculture	670	26
Department of Commerce	445	45*
Department of Defense	190	10
Department of Energy	130	24

Agency	Repetitive	Single-Time
Department of Health, Education, and Welfare	685	150
Department of Housing and Urban Development	285	23
Department of the Interior	270	15
Department of Justice	160	10
Department of Labor	244	25
Department of State	35	1
Department of Transportation	240	30
Department of the Treasury	108	2
Agency for International Development	20	–
Environmental Protection Agency	55	20
Executive Office of the President	13	5
Community Services Administration	20	2
Farm Credit Administration	–	–
Federal Home Loan Bank Board	12	2
Federal Mediation and Conciliation Service	5	–
Federal Reserve System	12	2
Foreign Claims Settlement Commission	2	–
National Foundation on the Arts and Humanities	25	3
General Services Administration	40	1
National Aeronautics and Space Administration	20	1
National Mediation Board	3	1
National Science Foundation	41	15
ACTION	19	5
Railroad Retirement Board	114	1
Renegotiation Board	4	–
Selective Service System	3	–
Small Business Administration	25	4
Smithsonian Institution	5	–
Tennessee Valley Authority	22	5
U.S. Civil Service Commission	119	5
U.S. Commission on Civil Rights	1	2
U.S. Information Agency	9	1
U.S. International Trade Commission	10	15
Veterans Administration	265	11
National Gallery of Art	2	–
Interim Compliance Panel	–	–
National Credit Union Administration	8	–
Overseas Private Investment Corporation	2	1
Committee on Products and Services of Blind and Severely Handicapped	4	–
Inter-American Foundation	2	–
Pension Benefit Guaranty Corporation	1	1
U.S. Postal Service	–	–
National Academy of Sciences	–	1
National Center for Productivity	–	1
Administrative Conference of the United States	–	1
Commission on Review of National Policy Toward Gambling	–	2
National Commission on Libraries and Information Science	–	1
National Commission on the Observance of International Women's Year	–	–
Water Resources Council	–	–

* Exclusive of single-time reports used for periodic censuses.

ATTACHMENT B
CEILINGS ON REPORTING BURDEN FOR REPETITIVE REPORTS

Agency	Reporting Hours
Department of Agriculture	9,750,000
Department of Commerce	4,000,000
Department of Defense	5,347,000
Department of Energy	6,000,000
Department of Health, Education, and Welfare	35,000,000
Department of Housing and Urban Development	10,780,000
Department of the Interior	1,172,000
Department of Justice	3,250,000
Department of Labor	19,918,000
Department of State	2,500,000
Department of Transportation	5,400,000
Department of the Treasury	4,080,000
Agency for International Development	30,000
Environmental Protection Agency	740,000
Executive Office of the President	740,000
Community Services Administration	170,000
Federal Home Loan Bank Board	27,000

Agency	Reporting Hours
Federal Mediation and Conciliation Service	70,000
Federal Reserve System	50,000
Foreign Claims Settlement Commission	6,000
National Foundation on the Arts and Humanities	222,000
General Services Administration	403,000
National Aeronautics and Space Administration	268,000
National Mediation Board	2,000
National Science Foundation	147,000
ACTION	480,000
Railroad Retirement Board	436,000
Renegotiation Board	50,000
Selective Service System	2,000
Small Business Administration	200,000
Smithsonian Institution	2,000
Tennessee Valley Authority	80,000
U.S. Civil Service Commission	3,485,000
U.S. Commission on Civil Rights	2,000
U.S. Information Agency	2,000
U.S. International Trade Commission	31,000
Veterans Administration	9,500,000
National Gallery of Art	1,000
National Credit Union Administration	14,000
Overseas Private Investment Corporation	2,000
Committee on Purchases of Products and Services of the Blind and Severely Handicapped	1,000
Inter-American Foundation	3,000

ATTACHMENT C
RESPONDING TO RECOMMENDATIONS OF THE COMMISSION ON FEDERAL PAPERWORK

With each transmittal of recommendations from the Commission on Federal Paperwork there will be enclosed for *each recommendation* one copy of an *Initial Report Form* and two copies of an *Action Report Form.* (Sample formats attached.)

The *Initial Report Form* for each recommendation is to be completed by the department or agency and returned to the Clearance Officer, Regulatory Policy and Reports Management Division, Office of Management and Budget, 726 Jackson Place, Northwest (Stop 20 or Washington, D.C. 20503) within three weeks of the day on which it is received.

An *Action Report Form* is to be completed and returned to OMB (a) when a recommendation has been accepted or rejected, and (b) when an accepted recommendation has been implemented.

Only one report will be required if the recommendation is accepted and implemented simultaneously or if the recommendation is rejected.

Two action reports will be necessary if the implementation of an accepted recommendation can be achieved only over time: one report when the recommendation has been accepted; one when implementation has been completed.

Action Reports will also be forwarded to the Clearance Officer, Regulatory Policy and Reports Management Branch, Office of Management and Budget.

If the agency's action in accepting a recommendation and if the consequences of its action can be clearly understood by the public from the information included in the *Action Report,* no further documentation is required. If the agency feels that further documentation will improve understanding of its action and its consequences, such documentation should be furnished.

RESPONSE TO RECOMMENDATION
OF
COMMISSION ON FEDERAL PAPERWORK

INITIAL REPORT

Department or Agency: _____
Commission on Federal Paperwork Report Name (source of recommendation): _____

Text of Recommendation

☐ Recommendation has been accepted and implemented. Action report attached.

☐ Response to recommendation (an action report) will be forwarded to OMB by _____.

Any questions relating to this report should be addressed to:

Name Telephone No.

RESPONSE TO RECOMMENDATION
OF
COMMISSION ON FEDERAL PAPERWORK
ACTION REPORT

Department or Agency: _____
Commission on Federal Paperwork Report
Name (source of recommendation): _____

Text of Recommendation

☐ Recommendation/alternative to recommendation has been accepted and implemented. Anticipated saving to the public _____ reporting hours per year.

Will the acceptance of the recommendation result in any savings to the agency?
Yes ☐ No ☐

If yes, give amount $_____. Is this saving:
one time ☐ annual ☐

☐ Recommendation/alternative to recommendations has been accepted and is being implemented. Implementation is expected by _____.

☐ Recommendation/alternative to recommendations has been accepted. Implementation will require change in legislation. Proposed legislative change attached.

☐ Recommendation not accepted. Explain why the recommendation was not accepted. Describe your efforts to develop an alternative to the recommendation and explain why you were not able to develop a satisfactory alternative.

Any questions relating to this report should be addressed to:

Name Telephone No.

ATTACHMENT D
PRESIDENT'S REPORTING BURDEN REDUCTION PROGRAM[1]
ACCOMPLISHMENTS—QUARTER ENDING

	Number of Reports	Reporting Hour Burden
Repetitive reports in use, beginning of quarter		
Change in usage of reports and other corrections (+ or −)[2]	—	—
Add:		
New reports added during period[3]		
Less:		
Reports eliminated during period[4]	—	—
Reduction in burden of reports continued in use[5]	—	—
Repetitive reports in use, end of quarter	—	—

ATTACHMENT E
RECOMMENDATIONS OF COMMISSION ON
FEDERAL PAPERWORK
QUARTERLY STATUS REPORT

Number of recommendations		—
Number of recommendations to which affirmative responses have been made		—
Number implemented	—	
Number in process of being implemented	—	
Number of recommendations rejected		—

[1] First report will be for the period October 1, 1977 thru March 31, 1978.

[2] Increases or decreases in reporting burden resulting from changed usage of report or other corrections should be listed as an attachment to this report. Listings of increases or decreases should be reported separately. Each listing should contain the OMB number, report title, and change in reporting hour burden.

[3] New reports introduced into use are to be listed as an attachment to the report. The listing should include OMB number, title of report, and reporting hour burden.

[4] Reports eliminated are to be listed as an attachment to the report. The listing should include OMB number, title of report, and amount of decrease.

[5] Reductions in burden of reports continued in use are to be listed as an attachment to the report. Include only reductions in burden resulting from actions taken to decrease burden. Reductions in burden from decline in usage or from new calculations of time required to complete a report are to be included in "Change in usage of reports and other corrections." The listing should include OMB number, title of report, and amount of decrease.

If there are any revisions to existing reports which add to reporting, that increase should be shown as an offset to the reduction achieved.

	Number of Reports	Reporting Hour Burden
Number of recommendations yet to be acted upon		——
Anticipated one-time dollar savpublic reporting burden from recommendations accepted and implemented		——
Anticipated one-time dollar savings to Federal Government from recommendations accepted and implemented.		——
Anticipated recurring savings to Federal Government from recommendations accepted and implemented.		——

1977 SUPPLEMENT TO THE STANDARD INDUSTRIAL CLASSIFICATION MANUAL

The Office of Federal Statistical Policy and Standards recently issued the *1977 Supplement* to the *Standard Industrial Classification Manual.* Both the *Standard Industrial Classification Manual 1972* and the *Enterprise Standard Industrial Classification Manual 1974* are updated by this *Supplement.*

This Supplement contains new, deleted and modified industries, titles, definitions, and index items. It reflects the results of the experience of government agencies in using the 1972 Standard Industrial Classification.

The 1977 review of the Standard Industrial Classification serves primarily to make corrections to the 1972 edition in areas crucial to statistical programs. Only those changes proposed by member agencies of the Technical Committee on Industrial Classification were considered. Based on a Technical Committee recommendation, a review of the Manual is scheduled for 1982.

This supplement was prepared based on recommendations from the Technical Committee on Industrial Classification; however, the Office of Federal Statistical Policy and Standards is responsible for the final decisions.

The Technical Committee is composed of representatives of the following agencies: Federal Trade Commission, Bureau of Mines, U.S. Small Business Administration, Social Security Administration, Bureau of Economic Analysis, U.S. International Trade Commission, Employment and Training Administration, Securities and Exchange Commission, Bureau of Domestic Commerce, Board of Governors of the Federal Reserve System, Bureau of the Census, General Services Administration, Office of Federal Statistical Policy and Standards, U.S. Department of Agriculture, Bureau of Labor Statistics, Internal Revenue Service and National Center for Health Statistics.

Copies of the *1977 Supplement* to the *Standard Industrial Classification Manual 1972* can be obtained from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, Stock Number 003–005–00176–0, price 90 cents. Reprinted below is the text of the *1977 Supplement to the Standard Industrial Classification Manual.*

NEW AND DELETED INDUSTRIES

A *new* Industry 3716—Motor Homes was created from Industry 3792—Travel Trailers and Campers.

3716 Motor Homes

Establishments primarily engaged in manufacturing self-contained motor homes on purchased chassis. Establishments engaged in manufacturing self-contained motor homes on chassis manufactured in the same establishment are classified in Industry 3711. Establishments primarily engaged in manufacturing mobile homes are classified in Industry 2451, and travel trailers and pickup campers in Industry 3792.

(The references to self-contained motor homes in the description of Industry 3792 are deleted and the 'self-contained motor homes' entries under the industry description and in the alphabetic index should be changed in 3716.)

Industry Group 404 and Industry 4041—Railway Express Service have been deleted.

There is no longer any activity in this industry.

A *new* Industry 6798—Real Estate Investment Trusts was created from Industry 6799—Investors, Not Elsewhere Classified.

6798 Real Estate Investment Trusts

Establishments primarily engaged in closed-end investments in real estate or related mortgage assets operating so that they could meet the requirements of the Real Estate Investment Trust Act of 1960 as amended. This act exempts trusts from corporate income and capital gains taxation, provided they invest primarily in specified assets, pay out most of their income to shareholders, and meet certain requirements regarding the dispersion of trust ownership.

(The item "real estate investment trust" in the alphabetic index should be changed to 6798 and should also appear under the description of this new industry. The add items listed in Part III should also appear under this description.)

MODIFICATIONS TO INDUSTRY DESCRIPTIONS

The following changes in industry titles or descriptions have been made to correct or clarify these industries, or to recognize changes that have occurred within the industrial structure of those industries. The italics show changes from the existing description.

0721 Add at the end of Industry description of 0721—Crop Planting, Cultivating and Protection: *"Establishments providing water for irrigation, as well as irrigation services, are classified in Industry 4871—Irrigation Systems."*

2282 Replace the industry description for 2282—Yarn Texturizing, Throwing, Twisting, and Winding Mills: Cotton, Man-Made Fibers and Silk: with "Establishments primarily engaged in texturizing, throwing, twisting, winding or spooling purchased yarns or man-made fiber filaments, wholly or chiefly by weight of cotton, man-made fibers or silk, *or in performing such activities on a commission basis.* Establishments primarily engaged in dyeing or finishing purchased yarns or finishing yarns on a commission basis are classified in Industry 2269. *Establishments primarily engaged in producing and texturizing man-made fiber filaments and yarns in the same plant are classified in Industry 2823 or 2824."*

2661 Add at the end of Industry description of 2661—Building Paper and Building Board Mills: *"Establishments primarily engaged in manufacturing hardboard are classified in Industry 2499–Wood Products, Not Elsewhere Classified."*

346 Add at the end of the description of Industry Group 346—Metal Forgings and Stampings: *"Establishments further processing forgings or stampings are classified according to the particular product or process."*

3544 Add to the description of Industry 3544—Special Dies and Tools, Die Sets, Jigs and Fixtures, and Industrial Molds, the word *"usually"* after "manufacturing," in the first sentence.

3761 Replace the second sentence of the description of Industry 3761—Guided Missiles and Space Vehicles with "Research and development, *including evaluation and simulation,* and other services *requiring thorough knowledge of complete guided missiles and space craft* are included in this industry."

4212 Replace the last clause of the description of Industry 4212—Local Trucking Without Storage to read: "hauling of dirt, rock, etc. *by establishments primarily engaged in excavating or filling for construction projects* in Division C."

4712 Delete the reference to REA Express in the description of Industry 4712—Freight Forwarding.

4833 Replace the word "radio" in the first line of the description of Industry 4833—Television Broadcasting with *"television".*

Div. F Add at the end of the description of the Wholesale Trade Division: *"Auctioneering services on a commission or fee basis provided at the seller's site are classified in Industry 7399."*

Div. G Add at the end of the description of the Retail Trade Division: *"Auctioneering services on a commission or fee basis provided at the seller's site are classified in Industry 7399."*

5999 Add to the description of Industry 5999—Miscellaneous Retail Stores, Not Elsewhere Classified, the phrase *"(other than books)"* after "religious goods".

6411 Add at the end of the description of Industry 6411—Insurance Agents, Brokers, and Service, *"Establishments engaged in searching real estate titles are classified in Industry 6541."*

7231 Replace the industry description for 7231—Beauty Shops, with "Establishments primarily engaged in furnishing beauty *or hairdressing* services. This industry also includes combination beauty and barber shops *as well as hairdressing shops serving both male and female clientele."*

7299 Add at the end of the description of Industry 7299—Miscellaneous Personal Services, *"Establishments engaged in providing income tax return preparation services which also provide accounting, auditing, or bookkeeping services are classified in Industry 8931."*

8931 Replace the last sentence of the description of Industry 8931—Accounting, Auditing, and Bookkeeping Services, with "Establishments engaged in providing income tax return preparation services *without accounting, auditing or bookkeeping services* are classified in Industry 7299."

MODIFICATION TO INDEX ITEMS

The following index items have been added or deleted to clarify the content of the specified industries. These changes should be made to both the industry description index items and the alphabetical lists in the back of the manual.

****	*Add*	Exporters—classify in trade according to commodity.[1]
****	*Add*	Importers—classify in trade according to commodity.[1]
0721	*Add*	Irrigation system operation service (not providing water)
0723	*Delete*	Alfalfa cubing
	Delete	Grist mills, custom
	Delete	Hay cubing
	Delete	Milling of flour, feed, and grain: custom
0811	*Add*	Christmas tree growing
1521	*Add*	Mobile home repair, on site—general contractors

[1] Change in alphabetic index only.

1711	*Add*	Air conditioning: with or without sheet metal work—contractors[2]
1742	*Delete*	Sheetrock installation—contractors
1771	*Delete*	Sidewalk construction—contractors
1799	*Add*	Mobile home site set up and tie down—contractors
2048	*Add*	Alfalfa, cubed
	Add	Hay, cubed
2282	*Delete*	Textured yarns
	Add	Textured yarns, *mfpm*[3]
2328	*Add*	Jeans: men's, youths', and boys'
2339	*Add*	Jeans: women's, misses', and juniors'
2392	*Delete*	Hassocks
	Add	Hassocks, textile
2492	*Add*	Particleboard, plastic laminated: made in particleboard plants
2531	*Delete*	Chairs, portable folding: wood or metal
	Add	Chairs, portable folding
2541	*Delete*	Plastic laminate over particleboard (fixture tops)
2611	*Add*	De-inking of newsprint
2649	*Add*	Hats, paper: *mfpm*[3]
2661	*Delete*	Board, building: composition, cellular fiber and or hardpressed—*mitse*[4]
	Add	Board, building: composition, cellular fiber—*mitse*[4]
	Delete	Insulation board, cellular fiber or hard pressed (without gypsum)—*mitse*[4]
	Add	Insulation board, cellular fiber (without gypsum)—*mitse*[4]
	Delete	Wallboard, except gypsum: cellular fiber or hard pressed—*mitse*[4]
	Add	Wallboard, except gypsum: cellular fiber—*mitse*[4]
2741	*Delete*	Music, book or sheet: publishing and printing, or publishing only
	Add	Music, sheet: publishing and printing, or publishing only
2819	*Add*	Tungsten carbide powder, except abrasives or by metallurgical process
2822	*Delete*	Adiprene
	Delete	Hypalon
2823	*Add*	Textured yarns, cellulosic: made in chemical plants
2824	*Add*	Textured yarns, non-cellulosic: made in chemical plants
2834	*Delete*	Chapsticks
	Add	Lip balms
2869	*Delete*	Freon
3069	*Add*	Custom compounding of rubber materials
3295	*Delete*	Solite, ground or otherwise treated
3313	*Add*	Tungsten carbide powder by metallurgical process
3462	*Add*	Aircraft forgings, ferrous: not made in rolling mills
	Add	Automotive forgings, ferrous: not made in rolling mills
	Add	Bus, truck and trailer forgings, ferrous: not made in rolling mills
	Add	Construction and mining equipment forgings, ferrous: not made in rolling mills
	Add	Engine forgings, ferrous: not made in rolling mills
	Add	Flange, valve, and pipe fitting forgings, ferrous: not made in rolling mills
	Add	Internal combustion engine (stationary and mobile) forgings, ferrous: not made in rolling mills
	Add	Machinery forgings, ferrous: not made in rolling mills
	Add	Mechanical power transmission forgings, Ferrous: not made in rolling mills
	Add	Missile forgings, ferrous: not made in rolling mills
	Add	Nuclear power plant forgings, ferrous: not made in rolling mills
	Add	Ordnance forgings, ferrous: not made in rolling mills
	Add	Pole line hardware forgings, ferrous: not made in rolling mills
	Add	Pump and compressor forgings, ferrous: not made in rolling mills
	Add	Turbine engine forgings, ferrous: not made in rolling mills
3463	*Add*	Aircraft forgings, nonferrous: not made in hot rolling mills
	Add	Automotive forgings, nonferrous: not made in hot rolling mills
	Add	Bearing and bearing race forgings, nonferrous: not made in hot rolling mills
	Add	Engine and turbine forgings, nonferrous: not made in hot rolling mills
	Add	Flange, valve and pipe fitting forgings, nonferrous: not made in hot rolling mills
	Add	Machinery forgings, nonferrous: not made in hot rolling mills
	Add	Mechanical power transmission forgings, nonferrous: not made in hot rolling mills
	Add	Missile forgings, nonferrous: not made in hot rolling mills
	Add	Ordnance forgings, nonferrous: not made in hot rolling mills
	Add	Plumbing fixture forgings, nonferrous: not made in hot rolling mills
	Add	Pole line hardware forgings, nonferrous: not made in hot rolling mills
	Add	Pump and compressor forgings, nonferrous: not made in hot rolling mills
3469	*Add*	Waste baskets, stamped metal

[2] Change in industry description index items only.

[3] *mfpm* is an abbreviation for "made from purchased materials or materials transferred from other establishments."

[4] *mitse* is an abbreviation for "made in the same establishment as the basic materials."

3523	*Add*	Cabs, for agricultural tractors
3531	*Add*	Cabs, for off-highway trucks
3536	*Delete*	Go-devils (hydraulic crane, pneumatic tired)
3537	*Add*	Cabs, for industrial trucks
3545	*Delete*	Loading, unloading, and transfer devices
3559	*Add*	Stone tumblers
3564	*Add*	Air cleaning systems
3566	*Add*	Drives, high speed industrial
3568	*Add*	Drives: belt, cable, chain, rope, and sprocket
3589	*Add*	Trash compactors, commercial
3631	*Delete*	Microwave ovens, household
	Add	Microwave ovens, household including portable
3634	*Delete*	Ovens, household: portable
	Add	Ovens, household portable: except microwave
3699	*Add*	Electric warm air furnaces
3713	*Delete*	Cabs, for agricultural tractors
	Delete	Cabs, for industrial trucks
3716	*Add*	Self-contained motor homes
3792	*Delete*	Automobile house trailer chassis
	Delete	House trailers, except as permanent dwellings
	Delete	Self-contained motor homes
	Delete	Trailers, house: except as permanent dwellings
	Add	Travel trailer chassis
3799	*Delete*	Automobile trailer chassis, except house trailer chassis
	Add	Automobile trailer chassis, except travel trailers
4041	*Delete*	Railway express service
	Delete	REA Express
4925	*Add*	Synthetic natural gas from naphtha, production and distribution
5012	*Add*	Snowmobiles—wholesale
5013	*Add*	Automobile service station equipment—wholesale
	Add	Garage service equipment—wholesale
5021	*Add*	Church pews—wholesale
	Add	School desks—wholesale
	Add	Theater seats—wholesale
5023	*Add*	Stainless steel flatware—wholesale
5065	*Delete*	Hearing aids—wholesale
5075	*Add*	Automotive air conditioners—wholesale
5086	*Add*	Drafting tables—wholesale
	Add	Hearing aids—wholesale
5093	*Delete*	Reclaiming iron and steel scrap from slag—wholesale
5133	*Add*	Double knit goods—wholesale
5134	*Delete*	Knit fabrics—wholesale
	Add	Knit fabrics, except double knit—wholesale
5149	*Add*	Hop extract—wholesale
	Add	Malt extract—wholesale
	Add	Malt—wholesale
	Add	Molasses, industrial—wholesale
	Add	Sausage casings—wholesale
5199	*Delete*	Hop extract—wholesale
	Delete	Malt extract—wholesale
	Delete	Malt—wholesale
	Delete	Molasses, industrial—wholesale
	Delete	Sausage casings—wholesale
5531	*Add*	Speed shops
5999	*Delete*	Religious goods stores—retail
	Add	Religious goods stores (other than books)—retail
6149	*Delete*	Axias
6159	*Add*	Intermediate investment "banks"
6351	*Add*	Mortgage insurance or guaranty
6361	*Delete*	Mortgage insurance or guaranty
6399	*Add*	Federal Deposit Insurance Corporation
	Add	Federal Savings and Loan Insurance Corporation
6798	*Add*	Mortgage investment trusts
	Add	Mortgage trusts
	Add	Real estate investment trusts
	Add	Realty investment trusts
	Add	Realty trusts
	Add	REIT's
7011	*Delete*	Camps, tourist
7231	*Add*	Unisex hairdressers
7399	*Delete*	Tool designers
	Add	Hand tool designers
	Delete	Welcome wagon service
	Add	Welcoming services
7948	*Add*	Dog racing
	Delete	Horses, breeding and racing
	Add	Horses, racing
	Delete	Kennels, dog racing
	Delete	Race horse owners
7999	*Delete*	Art galleries, commercial
8321	*Delete*	Homemaker's service
	Add	Homemaker's service, primarily nonmedical
8911	*Delete*	Designing: ship, boat, machine, and product
	Add	Designing: ship, boat, and machine
	Add	Machine tool designers
9131	*Add*	Municipal and county government, nec
9651	*Add*	National Credit Union Administration

ERRATA TO THE STANDARD INDUSTRIAL CLASSIFICATION MANUAL 1972

Page	SIC	Item
82	2311	The Industry title should be "Men's, Youths', and Boy's Suits, Coats, and Overcoats" [1]
160	346	The codes for 346 and 3462 should be switched.[1]
394	0752	Horses, boarding or training (including race horses)
425	0752	Training horses (including race horses)
447	2339	Aprons except rubberized and plastic: women's, misses', and juniors'
448	2395	Art needlework, *mfpm*
501	3644	Hardware, pole line
550	2952	Sheathing, asphalt saturated: made from purchased materials.
612	—	The right column beginning with Industry 1961 should be raised one space.[5]

MODIFICATIONS TO THE ENTERPRISE STANDARD INDUSTRIAL CLASSIFICATION MANUAL 1974

The following changes should be made in the Enterprise Standard Industrial Classification Manual 1974.

The SIC code for ESIC Industry 67.98 should be changed to 6798.

The SIC codes for ESIC Industry 67.99 should include all of 6799.

The SIC codes for ESIC Industry 37.10 should include 3716.

NATIONAL COMMISSION ON EMPLOYMENT AND UNEMPLOYMENT STATISTICS

The newly appointed members of the National Commission on Employment and Unemployment Statistics are scheduled to be sworn in by the Secretary of Labor on April 6, 1978. The first meeting of the Commission will be held on April 6 and 7.

The Commission, headed by Sar A. Levitan, director of the Center for Social Policy Studies at George Washington University, will seek to determine how accurately existing Federal statistics on jobs and the jobless measure real hardship, both nationally and within State and local areas. It will also assess the efficiency and fairness with which the present measures operate as a foundation for policy and the distribution of public funds.

The Commission was formed under the provisions of Section 13 of Public Law 94-444, the Emergency Jobs Program Extension Act of 1976. It called on the President to select (with the advice and consent of the Senate) nine members broadly representative of labor, business and finance, education and training, economics and statistics, State and local government, and the general public.

The group's specific mandate, as set forth in the law is to "identify the needs of the nation for labor force statistics and assess the extent to which current procedures, concepts and methodology in the collection, analysis and presentation of such statistics constitute a comprehensive, reliable, timely and consistent system of measuring employment and unemployment and indicating trends therein." A report of the Commission's findings and recommendations, plus cost estimates and a feasible schedule for their implementation, must be submitted to the President and Congress within 18 months.

A 13-member advisory panel made up of 7 designated representatives of the Executive Branch and one majority and one minority member from each of three Congressional committees—the Joint Economic Committee, the Senate Human Relations Committee and the House Committee on Education and Labor—is authorized to assist and participate in the Commission's hearings, deliberations and other activities.

Dr. Levitan, whose appointment as chairman was made last July 29, has already set in motion a research program under the direction of the Commission's executive director, Arvil V. Adams, on leave as Professor of Economics and associate director of the Human Resources Institute at the University of Utah. Thirty background papers by outside scholars have been commissioned.

Below are biographies of the Commission's members and staff. Its offices are at 2000 K Street, N.W., Suite 550, Washington, D.C. 20006.

SAR A. LEVITAN, the commission's chairman, is Research Professor of Economics at George Washington University and director of its Center for Social Policy Studies. The center is funded by a grant from the Ford Foundation. Consultant to various governmental agencies, he

[1] In first printing only.

has served on labor panels of the Federal Mediation and Conciliation Service and the American Arbitration Association. Among the many books of which he has been author or co-author are *Programs in Aid of the Poor for the 1970's; Human Resources and Labor Markets; Shorter Hours, Shorter Weeks: Spreading the Work to Reduce Unemployment; Warriors at Work: The Volunteer Armed Force;* and *Work Is Here to Stay, Alas.*

BERNARD E. ANDERSON, now Associate Professor of Industry at the Wharton School of the University of Pennsylvania, is a former lecturer in economics at Swarthmore College and a former economist at the Bureau of Labor Statistics in Washington. He is a member of the executive board of the Industrial Relations Research Association and author of several studies of problems and progress in employment policy, expecially for black teenagers.

GLEN G. CAIN is currently Professor of Economics at the University of Wisconsin and associate editor of the *Journal of Human Resources.* He is also a member of the board of editors of Social Science Research and of the National Council on Employment Policy. Over the years he has served on several governmental task forces and advisory committees in the employment field and has been consultant to many public agencies and to independent research organizations.

JACK CARLSON is vice president and chief economist for the Chamber of Commerce of the United States. Before becoming an executive of the Chamber, he served as Assistant Secretary ot the Interior from 1974 to 1976 and for 6 years before that as Assistant Director of the Office of Management and Budget, originally the Bureau of the Budget. He taught economics at several universities and once headed a small business. He has had international experience as chairman of United States delegations to conferences in Europe, the Middle East and Asia on policies affecting business, energy, and defense.

MICHAEL H. MOSKOW, director of corporate development and planning for Esmark, Inc., in Chicago, is a former Under Secretary of Labor and a former director of the Council on Wage and Price Stability. His past service also includes work as Assistant Secretary for Policy Development and Research in the Department of Housing and Urban Development; executive director of the Construction Industry Collective Bargaining Commission, and senior staff economist in the Council of Economic Advisors. Last year he headed a study of corporate planning and its applicability to government agencies under the auspices of the Committee for Economic Development.

RUDOLPH A. OSWALD is director of the Department of Research of the American Federation of Labor and Congress of Industrial Organizations. He formerly served as assistant director of the A.F.L.-C.I.O. Department of Education and as research director of the Service Employees International Union and of the International Association of Fire Fighters. His past assignments also include the chairmanship of labor research advisory committees to the Bureau of Labor Statistics and the Office of Management and Budget, membership in the Federal Employees Pay Council and a seat on the board of directors of National Industries for the Blind.

SAMUEL LEWIS POPKIN, now Associate Professor of Political Science at the University of California, San Diego, formerly taught at the University of Texas, Harvard, and Yale. A past member of the editorial boards of the American Political Science Review and of Public Policy, he has written extensively on Vietnam, voting and communications and urban affairs. In 1973 he received the National Freedom of the Press Award of Americans for Democratic Action. He has been a designer and analyst of computer systems for education, housing and budgeting, and a consultant to the RAND Corporation.

MITCHELL SVIRIDOFF is vice president for national affairs of the Ford Foundation. Before joining the Foundation's executive staff in 1967, he served as New York City's Human Resources Administrator. In earlier years he was executive director of Community Progress, Inc., which helped reorganize municipal government in New Haven, Conn.; president of the Connecticut A.F.L.-C.I.O.; state director of the United Automobile Workers and a special assistant to the administrator of the Latin American AID Program.

JOAN WILLS is director of the Employment and Vocational Training Program of the National Governors' Conference. In that capacity she functions as liaison between Governors and

Congress, the Administration and selected national associations on issues affecting employment and job training. She is a former director of the Governor's Office of Manpower and Human Development in Illinois and has also worked in various other state capacities in both Ohio and Illinois, and in community action activities with a United Appeal organization in Columbus, Ohio. Her work with the poor and disadvantaged has earned her several awards and citations.

ARVIL V. ADAMS, the Commission's executive director, is on leave from his posts as Professor of Economics and associate director of the Human Resources Institute at the University of Utah. He has previously held academic appointments at Ohio State University and the University of Kentucky and a research appointment with the National Longitudinal Surveys financed by the Department of Labor to analyze the comparative impact of various approaches to employment and unemployment problems. He is the author of more than twenty monographs and articles on such issues as minority employment, income distribution, and human capital.

Other staff members include CURTIS L. GILROY, former chairman of the Department of Economics at Wells College, now on leave as senior economist and chief of the Branch of Economic Status and Opportunities in the Department of Labor's Women's Bureau; JOSEPH E. HIGHT, a former Assistant Professor of Economics at the University of Hawaii, now on leave as an economist at the Department of Labor; MARC J. ROSENBLUM, on leave as a research scientist at the Center on Work and Aging at the American Institutes for Research, is a former consultant to two congressional committees and an Assistant Professor of Economics at John Jay College of the City University of New York; DIANE WERNEKE has served as an economist analyzing employment policies in Western Europe and North America for the International Labor Office in Geneva and also as an economist in the Division of Research and Statistics of the Board of Governors of the Federal Reserve System in Washington. (MARC ROSENBLUM, NATIONAL COMMISSION ON EMPLOYMENT AND UNEMPLOYMENT STATISTICS, telephone (202) 632-7460.)

PERSONS OF SPANISH ORIGIN IN THE UNITED STATES: MARCH 1977

The Bureau of the Census has recently published a report entitled "Persons of Spanish Origin in the United States: March 1977, (Advance Report)." This report presents data on selected social and economic characteristics such as age, sex, marital status, educational attainment, employment status, income, and poverty status of the Spanish origin population in the United States. Selected statistical information from the report indicates that:

- In March 1977, about 11 million persons identified themselves as of Spanish origin with 6.5 million of Mexican origin, 1.7 million of Puerto Rican origin, 0.7 million of Cuban origin, and 2.3 million of other Spanish origin.
- Persons of Spanish origin had lower educational attainment levels than persons not of Spanish origin. Only about 40% of the Spanish origin population 25 years old and over had completed a high school education as compared with 66% of those not of Spanish origin.
- The families of Spanish origin were not as well off financially as other families in the Nation. The median income of Spanish origin families in 1976 was $10,300 as compared with a median of $15,200 for families not of Spanish origin.

The report includes a brief analytical text along with 3 graphs and 10 detailed tables.

Copies of the report, "Persons of Spanish Origin in the United States: March 1977, (Advance Report)," *Current Population Reports,* Series P-20, No. 317 (9 pp., 80 cents) may be purchased from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (EDWARD FERNANDEZ, BUREAU OF THE CENSUS, U.S. DEPARTMENT OF COMMERCE telephone (301) 763-5219.)

WORKERS OF SPANISH ORIGIN

The Bureau of Labor Statistics (BLS) has issued a chartbook designed to serve as a general resource for labor force statistics about Hispanic Americans. The chartbook is the first BLS report issued in both Spanish and English language versions. Its 33 charts are divided into 4

broad subject areas: labor force participation, employment and unemployment, work experience and earnings, and income and poverty. Many charts depict these items by such characteristics as age, sex, family status, and years of school completed. An appendix contains technical notes and numerous statistical tables with previously unpublished data from the March 1976 Current Population Survey.

Copies of the 75-page chartbook, *Workers of Spanish Origin: A Chartbook,* Bulletin 1970, and *Trabajadores de Origen Hispano: Libro de Gráficos,* Bulletin 1971, are for sale for $2.40 each by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 and by BLS Regional Offices. (EARL F. MELLOR, BUREAU OF LABOR STATISTICS, DEPARTMENT OF LABOR, telephone (202) 523-1821.)

CHARACTERISTICS OF AMERICAN CHILDREN AND YOUTH: 1976

The Bureau of the Census released in February a report entitled "Characteristics of American Children and Youth: 1976." Data are compiled from U.S. Government sources—from surveys, decennial censuses, and vital statistics. In general, "children" are defined in the report as persons under 14 years old, and "youth" is considered to encompass the age range 14 to 24 years old.

The report provides an historical perspective of the current socioeconomic situation in which American children and youth develop. Selected topics are examined in time series beginning in 1950; trend data for other subjects are presented for a more recent time span.

The analyses trace changes among children and youth in the areas of population growth and distribution, migration, education, marital status and living arrangements, fertility, mortality and health, labor force participation, occupation, income and poverty status, voting, and crime and victimization.

Copies of the report, "Characteristics of American Children and Youth: 1976," *Current Population Reports,* Series P-23, No. 66, (79 pp., $2.50) may be purchased from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, or from Department of Commerce District Offices in major U.S. cities. (KAREN CROOK AND KAREN MILLS, BUREAU OF THE CENSUS, U.S. DEPARTMENT OF COMMERCE, telephone (301) 763-7572 or 763-5590.)

TRENDS IN PREPRIMARY SCHOOL ENROLLMENT

Trends in preprimary school enrollment were described in a report which was recently issued by the Bureau of the Census. The report, based on data from the Current Population Survey (CPS), is entitled, "Nursery School and Kindergarten Enrollment of Children and Labor Force Status of Their Mothers: October 1967 to October 1976" and contains a reanalysis of CPS data to detect changes in enrollment of children 3 to 5 years old by changes in labor force status of their mothers. It shows that while low fertility rates had caused the number of children 3 and 4 years old to decline over the period, the number of 3- and 4-year-olds enrolled increased from 665,000 in 1967 to 1,430,000 in 1976.

In addition the report shows that increases in preprimary enrollment of 3- to 5-year-olds occurred for children whose mothers were in the labor force as well as for those whose mothers were not. In 1967, the enrollment rate of children whose mothers were in the labor force was 34%, in 1976 it was 53%. The proportions for children whose mothers were not in the labor force increased from 30% enrolled in 1967 to 47% enrolled in 1976. Other characteristics of mothers, such as educational level and extent of full-time employment, are also shown.

Copies of the report, "Nursery School and Kindergarten Enrollment of Children and Labor Force Status of Their Mothers: October 1967 to October 1976, *Current Population Reports,* Series P-20, No. 318 (27 pages, $1.20) are for sale from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 or at Commerce Department district offices. (EDITH KIRBY, BUREAU OF THE CENSUS, U.S. DEPARTMENT OF COMMERCE, telephone (301) 763-5050.)

OCCUPATIONAL MATCH STUDY

The Bureau of the Census has released a report based on an occupational match study between the 1970 Census of Population and the 1972 Professional, Technical, and Scientific Manpower Survey (PMS), a postcensal survey conducted by the Bureau of the Census under

the sponsorship of the National Science Foundation. The study attempted to uncover the causes for disagreement between the census and the PMS classifications of occupation in 1970 of persons who responded to both surveys, as a means of measuring the accuracy of the 1970 census occupational classification system for selected scientific and technical occupations. In addition to providing quantitative measures of this difference, the study also sheds light on response variability associated with having respondents classify themselves, as was done in the PMS, according to a concept that involves multiple criteria (such as "occupation"), versus having trained personnel perform such classifications, as was done in the census.

Copies of the report, U.S. Bureau of the Census, "An Evaluation of 1970 Census Occupational Classification: The Postcensal Manpower Survey—Census Match Study," *Technical Paper No. 41,* may be purchased from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. (THOMAS PALUMBO OR VICTOR VALDISERA, BUREAU OF THE CENSUS, U.S. DEPARTMENT OF COMMERCE, telephone (301) 763-2825.)

A NEW SOURCE OF OCCUPATIONAL INJURY AND ILLNESS INFORMATION

The first detailed State occupational injury and illness data from the Supplementary Data System is now available. The data cover work injuries and illnesses for workers' compensation indemnity cases closed in Arkansas during 1976. Within the next few months, 1976 data will be provided for an additional 26 States.

The Supplementary Data System (SDS) is a cooperative Federal–State program which obtains information about occupational injuries and illnesses from State workers' compensation records. The SDS program maintains individual case records, which permits indepth analysis to understand more fully the circumstances associated with an occupational injury or illness.

Data from the SDS describe various factors associated with work injuries or illnesses: Nature and source, part of body affected, type of accident or exposure, time of day, day of week, and month of year when the injury or illness occurred. The data identify sex, wages, occupation, and industry of the injured or ill employee. About half of the States also provide data on indemnity compensation, medical payments, and extent of disability resulting from injuries or illnesses.

For more information on the SDS, see Norman Root and David McCaffrey, "Providing more information on work illness and injury," *Monthly Labor Review,* April 1978. Requests for detailed information concerning the 1976 SDS Data for Arkansas should be addressed to Director Charles L. Daniels, Arkansas Department of Labor, Capital Hill Building, Little Rock, Arkansas 72201, telephone (501) 371-2772.

The Office of Occupational Safety and Health Statistics in the Bureau of Labor Statistics has the responsibility of coordinating and conducting the Supplementary Data System. Although information from workers' compensation records is classified and processed under uniform codes and procedures, differences in individual State coverage and reporting requirements preclude national totals. However, it is anticipated that comparisons of selected characteristics of injuries and illnesses by State will be possible. (THEODORE J. GOLONKA, ASSISTANT COMMISSIONER OCCUPATIONAL SAFETY AND HEALTH STATISTICS, DEPARTMENT OF LABOR, telephone (202) 523-9271.)

REVISION OF SEASONALLY ADJUSTED ESTABLISHMENT DATA

In accordance with the Bureau of Labor Statistics' annual practice, the seasonal adjustment factors for all industry-based series have been revised. This revision incorporates experience from January 1968 through August 1977 and affects the series from January 1972 forward. Under the new procedure, which was established in last year's revision, all seasonally adjusted aggregate levels are consistent with their seasonally adjusted components. New seasonal factors for current use, revised historical seasonally adjusted data, and a discussion of the revision ("Revision of Seasonally Adjusted Establishment Data" by Kathleen Beall) appear in the December 1977 issue of *Employment and Earnings.* Also in that issue is a statement on the forthcoming benchmark adjustment, scheduled for the fall of 1978, which will be based on the 1972 Standard Industrial Classification coding structure. *Employment and Earnings,* a monthly publication, is available from the Superinten-

dent of Documents, U.S. Government Printing Office for a subscription price of $18 per year; single issues are $1.50. (ANNE PRZYGOCKI, BUREAU OF LABOR STATISTICS, DEPARTMENT OF LABOR, telephone (202) 523-1172.)

CURRENT POPULATION SURVEY, DESIGN AND METHODOLOGY

The Bureau of the Census recently announced the publication of Technical Paper 40, *The Current Population Survey, Design and Methodology*. The Current Population Survey is a household sample survey conducted monthly by the Bureau of the Census to provide estimates of employment, unemployment, and other characteristics of the general labor force, of the population as a whole, and of various subgroups of the population.

Since its publication in 1963, Bureau of the Census Technical Paper 7, *The Current Population Survey, A Report on Methodology,* has been the standard reference to meet the needs of the wide variety of data users and students of survey methodology for detailed information concerning the survey design and statistical methods used in the Current Population Survey (CPS). Changes in the CPS since then have left a gap not filled by individual Bureau staff papers published from time to time, and there have been numerous requests for a revised edition of Technical Paper 7.

Technical Paper 40 represents a major effort to provide a current and comprehensive description of the survey design and methodology of the CPS. Readers familiar with Technical Paper 7 will recognize that it goes far beyond an updating of the material previously available and represents a significant expansion in the content and level of detail covered. Although the design and methodology of the CPS can be expected to continually evolve, it is expected that this publication will serve as a useful reference for some time.

Copies of Technical Paper 40 (issued in January 1978) are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 for $3.75. The report was issued January 1978. (JAMES L. O'BRIEN, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, telephone (301) 763-5350.)

RECENT NSF REPORTS

The National Science Foundation has recently released the following reports which are briefly described below.

An Analysis of Federal R&D Funding by Function, 1969–1978 (NSF 77-326) is the seventh in a series which provides a basis for the analysis of Federal R&D activities by function or objective. This report provides a consistent system for Federal R&D programs, grouped by selected functions according to the primary purpose of each program with no overlapping between functional areas. When extended over a time period—in this case fiscal years 1969 through 1978—this system affords a view of changing Federal R&D priorities and also a measure of trends in the funding of individual programs and program areas.

Summarized data of this report were published in *Science Resources Studies Highlights,* "Defense and Energy Spur Federal R&D Growth From FY 1974 to FY 1978" (NSF 77-320), September 30, 1977.

Copies of *An Analysis of Federal R&D Funding by Function, Fiscal Years 1969–1978* (NSF 77-326) are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 for $2.75 per copy.

Research and Development in Industry, 1975. Funds, 1975; Scientists & Engineers, January 1976 (NSF 77-324) is the 21th in a series originating in 1953. This report contains detailed information on industrial R&D spending during 1975, as well as historical tables showing trends for the key R&D funding variables. Also included are data on the numbers of employed R&D scientists and engineers in industry. R&D expenditures for U.S. firms are presented in a variety of ways: by industry, source of funds, type of activity, major cost component, geographic area, field of basic research product area, effort contracted out, and by amounts expended on research and development devoted to energy-related and pollution abatement projects.

Summarized data of this report were published in *Science Resources Studies Highlights,* "Energy Increase of 18 Percent Paces Industrial R&D Spending in 1975" (NSF 76-324), October 27, 1976.

Copies of *Research and Development in Industry,*

1975. Funds, 1975; Scientists & Engineers, January 1976 (NSF 77-324) are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 for $2.75 per copy.

Science Resources Studies Highlights, "Academic Employment of Full-Time Scientists and Engineers Increased Another 3 Percent in 1977" (NSF 77-327) summarizes data from the 1977 Survey of Scientific and Engineering Personnel Employed at Universities and Colleges. Information is given on full-time scientists and engineers by type of activity, field of employment, institutional control, and sex. Also, a table shows the 50 institutions leading in employment of these persons.

Copies of *Science Resources Studies Highlights,* "Academic Employment of Full-Time Scientists and Engineers Increased Another 3 Percent in 1977" (NSF 77-327) are available gratis upon request from the Division of Science Resources Studies, National Science Foundation, 1800 G Street, N.W., Washington, D.C. 20550.

Detailed Statistical Tables for *Federal Support to Universities, Colleges, and Selected Nonprofit Institutions, Fiscal Year 1976* (NSF 77-325) are available gratis upon request from the Division of Science Resources Studies, National Science Foundation, 1800 G Street, N.W., Washington, D.C. 20550. (CHARLES E. FALK, DIVISION OF SCIENCE RESOURCES STUDIES, NATIONAL SCIENCE FOUNDATION, telephone (202) 634-4622.)

ASSESSMENT OF SURVEY PRACTICES

The American Statistical Association (ASA) recently announced the availability of a report entitled *Development of Survey Methods to Assess Survey Practices.* This is a report of the ASA Pilot Project on the Assessment of Survey Practices and Data Quality in Surveys of Human Populations.

The report was written by Barbara A. Bailar, U.S. Bureau of the Census and C. Michael Lanphier, York University, Toronto. The work was supported by a grant from the National Science Foundation and supervised by the Association's Section on Survey Research Methods.

As stated in the preface, the purposes of the study were to devise criteria to assess the quality of survey data, to construct a sampling frame from which to select representative surveys from different sectors of the survey-taking population, to develop an interview schedule which would help to obtain information needed to apply the various criteria, and to pretest the interview schedule on a sample of surveys. The report describes the feasibility study and assesses the degree to which it met these objectives.

Single copies of the 117-page report may be requested at no charge by any individual or organization from the American Statistical Association, 806 15th St., N.W., Washington, D.C. 20005.

NEW SERVICE AVAILABLE FOR LOCATING FEDERAL STATISTICS

A new program called the Statistical Data Reference Service is now available to help data users access Federal statistics quickly and at low cost. The service is sponsored by the National Technical Information Service in the U.S. Department of Commerce and is available through Data Use and Access Laboratories (DUALabs) of Arlington, Virginia. In response to specific data requests, information specialists who are knowledgeable about U.S. governmental data will provide references to Federal statistical sources which can provide the needed data.

For each item of information requested, DUALabs makes a thorough search of all available references. A written report provides the requestor with precise descriptive information about the data source which contains the desired statistics. Names of individuals to be contacted for additional information and instructions for acquiring the data are also included. No charge is made if at least one data source cannot be identified.

Although the program was designed with the needs of the State and local governments in mind, anyone with a data need can use the service for a small fee. Publicly available statistical data having research and administrative value are emphasized. DUALabs handles routine requests within 5 days, but rush requests can be accommodated in just two days. Requests can be submitted in writing or telephone.

To use the Statistical Data Reference Service or to receive a "Data Request Form," call or write: NTIS Statistical Data Reference Service, % DUALabs, Suite 900, 1601 North Kent

Street, Arlington, Virginia 22209, telephone (703) 525-1480, extension 95. (KAREN STROUP, DATA USE AND ACCESS LABORATORIES, telephone (703) 525-1480.)

PERSONNEL NOTES

DEPARTMENT OF COMMERCE

Bureau of the Census: MURRAY S. WEITZMAN is designated Senior Statistician for Socioeconomic Fields, Research and Analysis, Population Division. He is currently on assignment to the Associate Director for Demographic Fields to plan and develop a new Social Indicator Program for the Bureau. ROGER HERRIOT is designated Assistant Division Chief (Socioeconomic Statistics Programs), Population Division. JANE MUNSEY is designated Chief, Automatic Data Processing Branch, Organization and Management Systems Division. BETTY BAXTRESSER is designated Chief, Library Branch, Administrative Services Division

DEPARTMENT OF ENERGY

LINCOLN E. MOSES, a Professor of Statistics at Stanford University, has been appointed Administrator, Energy Information Administration.

FEDERAL RESERVE BOARD

Division of Research and Statistics: JO ANNA GRAY, Department of Economics, University of Pennsylvania, has joined the Board's Econometric and Computer Applications Section for 8 months as a Visiting Professor. MICHAEL ASAY, who recently received his Ph.D. from the University of Southern California, has joined the Board's staff as an Economist in the Financial Studies Section.

OFFICE OF MANAGEMENT AND BUDGET

JAMES T. BONNEN, a Professor at Michigan State University, has been appointed Executive Director of the President's Reorganization Project for the Federal Statistical System.

DEATHS

HARRY VENNEMAN, 72, an economist with the Statistical Policy Division of the Office of Management and Budget until his retirement in 1971, died on March 18.

SCHEDULE OF RELEASE DATES FOR PRINCIPAL FEDERAL ECONOMIC INDICATORS

May 1978

Release dates scheduled by agencies responsible for the principal economic indicators of the Federal Government are given below. *These are target dates* that will be met in the majority of cases. *Occasionally agencies may be able to release data a day or so earlier or may be forced by unavoidable compilation problems to release a report one or more days later.*

A similar schedule will be show here each month covering release dates for the following month. The indicators are identified by the title of the releases in which they are included; the source agency; the release identification number where applicable; and the *Business Conditions Digest* series numbers for all BCD series included, shown in parentheses. Release date information for additional series can be found in publications of the sponsoring agencies.

(Any inquiries about these series should be directed to the issuing agency.)

Date		*Subject*	*Data For*
May	1	Composite Indexes of Leading, Coincident, and Lagging Indicators (Press release), Bureau of Economic Analysis, (BEA)	March
	1	Construction Expenditures (Press release), Census, C-30 (69)	March
	1	Defense Indicators, BEA (525)	March
	2	Open Market Money Rates and Bond Prices, Federal Reserve Board (FRB) G.13	April
	2	Manufacturers' Shipments, Inventories, and Orders, Census, M3-1 (65)	March
	3	Condition Report of Large Commercial Banks, FRB, H.4.2 (72,112)	Week Ending April 26
	4	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H.4.1 (93,94)	Week Ending May 3
	4	Money Stock Measures, FRB, H.6 (85, 102, 107, 108)	Week Ending April 26
	4	Manufacturers' Export Sales and Orders Census, M4-A	March
	4	Wholesale Price Index (Press release), Bureau of Labor Statistics (BLS) (330-334)	April
	5	The Employment Situation (Press release), BLS (1, 21, 37, 40-44, 91, 340, 442, 444-448, 451-453)	April

Date		Subject	Data For
May	5	Consumer Credit, FRB, G. 19 (66, 113).	March
	9	Monthly Wholesale Trade (Press release), Census, BS	March
	9	Crop Production, Agriculture	May 1
	10	Advance Monthly Retail Sales (Press release), Census (54)	April
	10	Condition Report of Large Commercial Banks, FRB, H.4.2 (72, 112)	Week Ending May 3
	11	Money Stock Measures, FRB, H.6 (85, 102, 107, 108)	Week Ending May 3
	11	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H.4.1 (93, 94)	Week Ending May 10
	15	Food Assistance Programs Results, Agriculture	March
	15	Yields on FHA Insured New Home 30-Year Mortgages, HUD (118)	May 1
	15	Industrial Producation and Related Data, FRB, G.12.3 (47, 73-76)	April
	16	Housing Starts (Press release), Census, C-20 (28, 29)	April
	16	Manufacturing and Trade: Inventories and Sales, BEA, (31, 56, 71)	March
	17	Personal Income, BEA (223).	April
	17	Output, Capacity, and Capacity Utilization, FRB, G.3 (82, 84)	April
	17	Condition Report of Large Commercial Banks, FRB, H.4.2 (72, 112)	Week Ending May 10
	18	Money Stock Measures, FRB, H.6 (85, 102, 107, 108)	Week Ending May 10
	18	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H.4.1 (93, 94)	Week Ending May 17
	18	Gross National Product (Revised), BEA (200, 205, 210)	1 Q '78
	18	Corporate Profits, BEA (16, 22, 68)	1 Q '78
	19	Federal Receipts and Expenditures, NIPA Basis, BEA (500, 501, 502)	1 Q '78
	19	Advance Report on Durable Goods, Manufacturers Shipments and Orders (Press release), Census M3-1 (6, 24, 25, 96, 548)	April
	23	Average Yields of Long-Term Bonds, Treasury Bulletin (115, 116)	March

Date		Subject	Data For
May	24	Condition Report of Large Commercial Banks, FRB, H.4.2 (72, 112)	Week Ending May 17
	25	Money Stock Measures, FRB, H.6 (85, 102, 107, 108)	Week Ending May 17
	25	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, H.4.1 (93, 94)	Week Ending May 24
	25	Export and Import Merchandise Trade, Census, FT-900 (602, 612)	April
	25	Productivity and Costs in Nonfinancial Corporate Sector, BLS	1 Q '78
	26	Work Stoppages (Press release), BLS	April
	31	Manufacturers' Shipments, Inventories, and Orders, Census, M3-1 (65)	April
	31	Consumer Price Index (Press Release), BLS (320-332)	April
	31	Real Earnings (Press release), BLS (341)	April
	31	Labor Turnover in Manufacturing (Press release), BLS (2, 3, 4)	April
	31	Composite Indexes of Leading, Coincident, and Lagging Indicators (Press release), BEA	April
	31	Agricultural Prices, Agriculture	Mid-May
	31	Defense Indicators, BEA (525)	April
	31	Condition Report of Large Commercial Banks, FRB, H.4.2 (72, 112)	Week Ending May 24

For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Price: 85 cents (single copy). Subscription Price: $9.70 domestic postpaid; $3.30 additional foreign mailing.

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